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ABSTRACT

In California, ABE 321/326 provides funding for supplemental local assistance grants for Adult Basic Education (ABE), English as a Second Language (ESL), and ESL/Citizenship. This report presents findings and recommendations from the 1997-98 Adult Basic Education (ABE) 321/326 survey questionnaire developed by the Comprehensive Adult Student Assessment System (CASAS). The report provides documentation of ABE 321/326 program impact, trends, and emerging needs, and highlights California Department of Corrections (CDC) and local program efforts to meet the needs of California's workers, family members, and citizen/community members. Information presented in the report is organized into the following sections: (1) Introduction, an overview of the objectives of the project and activities; (2) Methodology, an explanation of the development and implementation of the survey and data collection; (3) Profiles of Agency Respondents, information related to the numbers and types of agencies that submitted responses to the survey; (4) California's State Plan Goals, which include improving access to users, improving accountability, improving program quality and effectiveness, and improving planning and coordination; (5) Major Trends; (6) Emerging Needs, as identified by survey respondents; and (7) Recommendations, focused on the areas of accountability, technology, workforce preparation, and professional development. Appended are a list of exemplary programs, annual federal financial and performance reports, and the survey instrument. (JJL)

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The 1997-98 Annual Narrative Performance Report

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The 1997-98 Annual Narrative Performance Report, prepared during the third year of the evaluation project, presents findings and recommendations from the analysis of the data obtained from the 1997-98 ABE 321/326 survey questionnaire. It provides documentation of ABE 321/326 program impact, trends, and emerging needs, and highlights CDE and local program efforts to meet the needs of California's workers, family members, and citizens/community members. This report provides a review of California's adult education program practices, concerns, and needs.

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Acknowledgments

This report was prepared by the Comprehensive Adult Student Assessment System (CASAS) to assist the California Department of Education (CDE) in meeting its evaluation requirements for the California State Plan for Adult Basic Education (The Adult Education Act, P.L. 100-297, as amended by the National Literacy Act of 1991, P.L. 102-73).

We would like to express our appreciation to the staff in ABE 321/326 programs throughout the state who took the time and effort to complete and submit the ABE 321/326 surveys mailed to them in April, 1998. Without their invaluable input this report would not have been possible. We also would like to thank CASAS California Consortium members, members of the Data and Accountability Committee, and the staff of the California Department of Education, Adult Education Unit, who participated in the review of the draft survey document.

Contributing writers were Leann Howard and Autumn Keltner. Survey follow-up telephone interviews were conducted by Leann Howard. Patricia Rickard assisted with the evaluation design and integration of the quantitative data. Data collection and processing were provided by Zoe Abrahams and Lori Coogan. Graphic displays and data presentations, as well as a myriad of other essential report-related tasks, were provided by Zoe Abrahams. Charles Morris facilitated the development of the online data review message board. Editing and review of the document were provided by Patricia Rickard, Sylvia Ramirez, Linda Taylor, Nancy Taylor, and Zoe Abrahams.

Our special thanks also to those persons who participated in the new, technology-supported, online data review process to analyze and comment on the data collected from the ABE 321/326 survey. The seriously-considered interpretations and recommendations received from the group of experienced adult education practitioners listed on the following page were an extremely valuable contribution to this document.

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Introduction

The National Literacy Act (NLA) of 1991 (P.L. 102-73), which amended the Adult Education Act (P.L. 100-297), requires states to place greater emphasis on program quality and accountability. Section 321 of the act provides funding for instructional programs for educationally disadvantaged adults. In California, ABE 321/326 funding provides supplemental local assistance grants for services (primarily Adult Basic Education (ABE), English as a Second Language (ESL), and ESL/Citizenship) to adults functioning below a high school level, i.e. below a CASAS 230 scaled score. These instructional services are provided through public school districts, community colleges, community-based organizations, library literacy programs, and county offices of education. Four California state agencies — California Department of Corrections (CDC), California Youth Authority (CYA), California Department of Developmental Services (CDDS), and California Conservation Corps (CCC) — are also funded under ABE 321/326 funding.

The NLA describes processes for evaluating local ABE 321/326 programs and how evaluation findings are to be used to improve programs. The current plan for California identifies four specific evaluation processes:

1. Collection of agency student achievement data.
2. Development and implementation of program quality indicators.
3. Specification of new evaluation and reporting requirements for the California Department of Education (CDE).
4. Collection of specified evaluation information by an independent contractor.

CDE amended its 1989-93 four-year state plan to reflect the new federal guidelines and then extended its plan through June 30, 1998. To meet the requirements for the extension of the plan, CASAS was asked to assist CDE in collecting and analyzing data for the evaluation process.

Specifically CASAS was to:

1. develop and field test a qualitative survey questionnaire for distribution to all state-funded ABE 321/326 agencies.
2. disseminate the survey via mail and online through the CASAS web page and California's Outreach and Technical Assistance Network (OTAN).
3. compile and analyze the survey responses.
4. conduct telephone interviews with selected local program personnel based on responses to the survey.
5. analyze survey results and integrate them with the quantitative data analysis. This analysis was to provide targeted documentation of needs and direction and inform the qualitative data collection and analysis process.
6. prepare a report of findings.

This report, prepared during the third year of the evaluation project, presents findings and recommendations from the analysis of the data obtained from the 1997-98 ABE 321/326 survey questionnaire.

The report provides: 1) documentation of ABE 321/326 program impact, trends, and emerging needs, and, 2) highlights CDE and local program efforts to meet the needs of California's workers, family members, and citizens/community members. The task of reviewing, organizing, and analyzing the data was challenging but extremely informative. This report provides a relevant snapshot of California's adult education program practices, concerns, and needs.

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Information presented in the report is organized into the following sections:

- **Introduction**
  An overview of the objectives of this project and the activities conducted to meet the objectives.

- **Methodology/Process**
  An explanation of the development and implementation of the ABE 321/326 survey and the collection and use of the resulting data.

- **Profiles of Agency Respondents**
  Information related to the numbers and types of agencies that submitted responses to the ABE 321/326 survey.

- **California's State Plan Goals**
  Data collected from responses to the questions included in the ABE 321/326 survey organized under each of the four goals stated in California's current State Plan for Adult Education and the subpoints under each:

  - Improving Access to Users
  - Improving Accountability
  - Improving Program Quality and Effectiveness
  - Improving Planning and Coordination

- **Major Trends and Emerging Needs**
  Summary of major trends and emerging needs of ABE 321/326 programs in California as identified by survey respondents and members of the data review group.

- **Recommendations**
  Summary of major recommendations

- **Appendices**

  - Promising Practices and Programs of Excellence: Pathways to Program Improvement
    Effective educational practices and programs identified by CASAS and the Staff Development Institute (SDI).

  - Annual Federal Financial and Performance Reports
    Statistical tables which must be submitted by the California Department of Education to meet the reporting requirements included in the National Literacy Act of 1991.

  - 1997-98 Survey Instrument
    Survey instrument to all ABE 321/326 funded providers in California. The Annual Narrative Performance Report is based on data obtained from this survey.

Methodology/Process

The 1997-98 ABE 321/326 Survey is the third study conducted under the three-year grant for evaluating the effectiveness of California's State Plan for ABE 321/326 programs. The purpose of the evaluation process is to:

- document expanded program impact and accountability practices
- identify factors affecting program change
- identify program enrollment patterns
- document local program promising practices
- identify emerging and ongoing trends and needs
- recommend appropriate support from CDE to meet these identified needs

The intent of the ABE 321/326 survey process is to ensure that all stakeholders and providers of ABE 321/326 programs have the opportunity to provide input into the data collection and analysis process, as well as help interpret the data and make recommendations to CDE. Field input into the review process was actively elicited and included representatives from the Adult Literacy Act Workgroup, the Data and Accountability Committee and 353 project directors, as well as representatives from local ABE 321/326 program providers. These program representatives were from small, medium and large agencies providing ABE 321/326 programs and services through adult schools, community colleges, state agencies, community-based organizations (CBOs), and library literacy programs from throughout the state of California. (See Acknowledgments on page i for a complete list of review group participants.)

To initiate the survey process, CASAS staff used field input to revise the survey questionnaire developed for the 1996-97 report. This new draft survey was reviewed by members of CDE staff and the CASAS California Consortium who represent current 321/326-funded agencies. The final survey questionnaire was sent to all ABE 321/326 programs in California.

For the first time, survey respondents had two options for providing information about their programs. They could complete the survey by hand and mail it to CASAS or complete the survey online. Program coordinators were notified of this option via OTAN and were encouraged to use this medium to respond to survey questions. Of the 455 federally-funded ABE 321/326 agencies in California 206 agencies returned completed questionnaires, 149 by mail and 57 online. Survey data were then tabulated, analyzed, and compiled into a draft document for field review and recommendations.

This year Data Review Group members had the option to send in their written comments related to the data or to participate online through a message board/listserv on the CASAS web page. All group members received packets with the aggregated survey data as well as comments and focus questions posed by the CASAS staff.

Participants were asked to:

- review the packet of tabulated data and focus questions
- post their reactions to and interpretations of the data on the online message board
- provide comments related to each of the questions on the survey
- respond to the focus questions and comments posed by CASAS staff
- respond to the comments posted by other data review group participants
- make suggestions as to trends, needs, and recommendations for services being provided through California's ABE 321/326 programs.

Several respondents engaged in online dialogues providing information, requesting clarification, making suggestions, and asking further questions based on their program experiences. Plans are being made for an evaluation of this new message board/listserv data review process.

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Finally, CASAS staff aggregated and sorted all survey data and comments by CDE consultant regions and forwarded them to the appropriate consultants for their use in responding to the specific needs of local agencies in their regions. Survey responses related to 353 projects (SDI, CASAS, OTAN and CDLP) and their activities were also sorted and forwarded to the projects for use in planning and scheduling 1998-99 services.

In conjunction with the above efforts, CASAS reviewed survey information to identify effective program practices being implemented in local programs. The promising practices also were reviewed to determine if they met one of the following criteria:

- Address one of the four CDE operational goals by:
  - improving access to users
  - improving accountability
  - improving program quality and responsiveness
  - improving planning and coordination
- Have potential application in other adult education programs
- Have potential for integration into the ongoing adult education delivery system.

As in 1995-96 and 1996-97, the next step in identifying promising practices is to conduct telephone interviews with program staff and/or site visitations to validate the written information received and gather additional information for other programs interested in implementing the practices. New promising practices then will be summarized for posting on the CASAS web page and linked to the OTAN Forum. Promising Practices provide examples of effective methods and strategies being implemented within ABE and ESL programs.

In a similar coordinated effort, the California SDI used its revised agency self-assessment document and review process to identify Programs of Excellence being implemented in each of the adult education mandated program areas. Programs of Excellence are recognized for exemplary accomplishments throughout an entire program, e.g., ABE, ESL, VocEd.

In 1997-98, 19 programs in 13 agencies met the identified criteria and were selected as Programs of Excellence. Five of the Programs of Excellence identified this year fall within the parameters of the federal ABE 321/326 program funding guidelines. CASAS and SDI are working cooperatively, sharing information and findings to present a comprehensive focus on best programs and promising practices. Based on positive feedback from the field, both efforts were continued in the 1997-98 year. (See Appendix A for summaries of new Promising Practices and Programs of Excellence.)

In addition to the above activities, CASAS conducted further analysis of the ABE 321/326 statewide quantitative data for 1997-98 and integrated this information with the qualitative data analysis from the ABE 321/326 survey. Agencies that took the initiative to respond to the questions in the survey became the self-selected data sample used for this report. In contrast, the sampling agencies referenced in the *Student Progress and Goal Attainment: Federally-Funded ABE Programs in California* report were selected by a random process using agency size and type (adult school, community college, community-based organization, library literacy program, state agency) as criteria for selection. This difference in the sampling process may account for the instances where there are differences between the survey data and the data referenced in the Student Progress and Goal Attainment report.

On review of the 1997-98 qualitative report:

CDE can use the data to:

- provide a basis for improvement of support services to local agencies based on emerging, critical needs
- document expanded program impact and accountability information to federal and state policy makers
- meet its evaluation requirements for the California State Plan for Adult Basic Education
- assist in the development of the new State Plan to become effective July 1, 1999.

Local agencies can use the data to:

- learn and benefit from experiences and effective practices of other programs
- provide a basis for future planning and program improvement
- maintain and promote responsiveness to the needs of students and the local community particularly in light of welfare reform and new immigration and naturalization guidelines
- demonstrate accountability and document program impact to local, state, and federal policy makers.

Profiles of Agency Respondents

As indicated in the introduction to this document, a total of 206 responses were received from the surveys mailed in April, 1998 to the 455 ABE 321/326 funded programs in California. The 206 agencies that responded to the survey represent approximately 62 percent of the 1,435,341 students served in ABE 321/326 programs in California in 1997-98. Programs receiving surveys included K-12 school district adult schools, community colleges, community-based organizations, county offices of education, library literacy programs, jail programs, and four state agencies: California Department of Corrections, California Youth Authority, California Conservation Corps, and the California Department of Developmental Services (State Hospitals). In addition to grouping programs by type, programs were also sorted by size - including small, medium, and large agencies - based on the allocation of Hundred Hours Units (HHUs) of instruction.

The total number of responses to each question included in the ABE 321/326 survey varied from question to question. Survey respondents often provided multiple responses to some questions and/or did not respond to other questions. Therefore, the total N indicated varies from table to table.

Figure 1 below indicates the number of agencies responding to the survey by agency type. The data collected from 1995-96 and 1996-97 were very similar both in total number of agencies responding and in numbers of agencies responding by agency type. In 1997-98, 17 more agencies responded to the survey than responded in 1996-97 raising the percentage of responses received from 39.9 percent to 45.5 percent of the funded agencies.

Figure 3.1 - Number of Agencies Responding to Survey by Agency Type

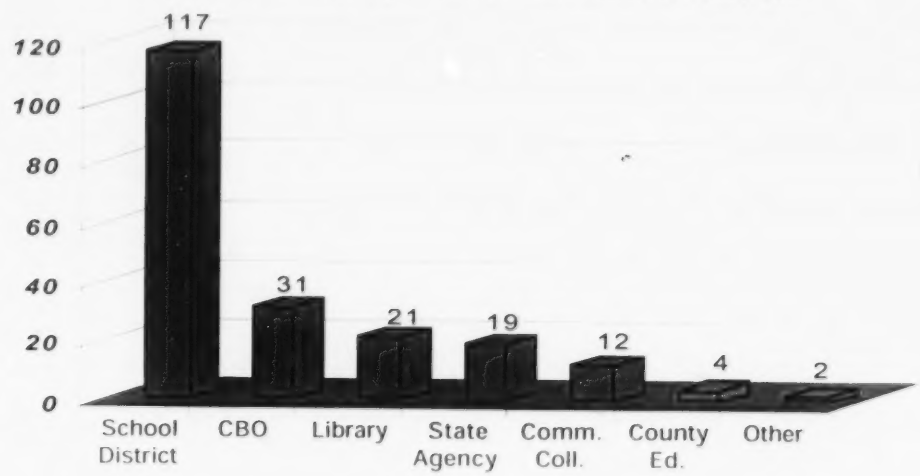

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Table 1 provides a comparison between the number of agencies receiving ABE 321/326 funding by agency type and the number of survey responses received by agency type. For example, out of 45 Library Literacy programs funded, 21 Library Literacy programs (46.7%) responded to the survey.

Table 3.1 - Percent of Funded Providers Responding to the Survey

Provider Type	Number of Respondents	Number Funded by ABE 321/326	Percent of Funded Providers Responding
Adult Schools	117	229	51.0
Community-Based Organizations	31	90	34.4
Library Literacy Programs	21	45	46.7
State Agencies	19	75	25.3
Community Colleges	12	22	54.5
County Offices of Education	4	11	36.4
Other	2	3	66.6
Total	**206**	**475**	**43.4**

Table 3.2 provides a comparison between the number of surveys returned by agency type and the total number of surveys returned. For example, of the 206 responses received, 117, or 56.7 percent, were received from adult schools.

Table 3.2 - Percent of Respondents from each Provider Type

Provider Type	Number of Respondents	Percent of Respondents
Adult Schools	117	56.7
Community-Based Organizations	31	14.9
Library Literacy Programs	21	10.5
State Agencies	19	9.1
Community Colleges	12	5.8
County Offices of Education	4	1.9
Other	2	.9
Total	**206**	**100***

* Percents do not sum to 100 due to rounding.

Table 3.3 below indicates the number of agencies responding to the survey by agency size. It is interesting to note that when the data related to all of the survey responses were aggregated, there was little difference in the overall information provided. Although in the 1996-97 survey, several small agencies expressed concerns related to the ABE 321/326 application process, data collection, and the implementation of Model Standards, these concerns were not evident in the 1997-98 survey. This year several small agencies expressed their appreciation for the increased support that has been provided through the small agency initiative as well as through other targeted efforts. One agency respondent stated, "We are a small school without much internal support. OTAN, SDI, and CASAS all provide technical support and mentoring." For more information on the small agency initiative see Chapter Four, Improving Quality and Responsiveness.

Where differences by agency size were noted, they are discussed in the report in the context in which they occurred. Technical assistance to address these concerns is continuing and is being coordinated through the SDI.

Representation of the three major types of providers (based on numbers of participants served) — adult schools, community colleges, and community-based organizations — is included in each of the provider size categories although, not in equal proportions. Of the small agencies responding to the survey, 47 are adult schools, 21 library literacy programs and 20 are CBOs. Of the 14 large agencies, the majority are adult schools. However, the total number of large agencies also includes two CBOs and three community colleges.

Table 3.3 - Survey Respondents by Provider Size

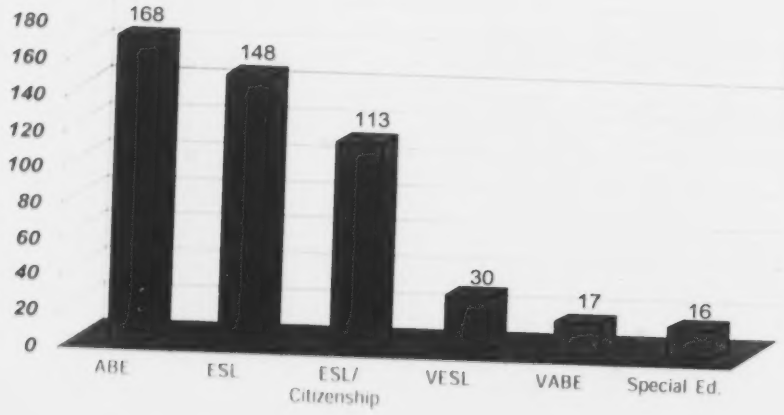
Provider Size	Number of Respondents
Small (under 1,000 HHUs)	95
Medium (1,000 to 10,000 HHUs)	70
Large (over 10,0000 HHUs)	14
Unknown (includes CCC, CYA, CDDS, CDC)	27
Total	206

To facilitate the aggregation of data, state agencies such as the California Conservation Corps (CCC) and California Department of Corrections (CDC) were each considered to be one agency and therefore designated as large agencies for this purpose.

Data from the state agencies that submitted their individual survey responses were considered separately in the analysis of data by agency type. The difference in the way the state agency totals were calculated (four large state agencies vs 75 individual agencies under the umbrella of the large state agencies) accounts for the differences in the total N cited in Table 3.1 (475) and Table 3.4 (404).

Of the 206 agencies responding to the 1997-98 survey, 168 (81 percent) indicated that they offer ABE classes, 71 percent offer ESL, and 54 percent offer ESL/Citizenship. Most adult schools offer ABE, ESL, and ESL/Citizenship. Community-based organizations are most likely to only offer ESL/Citizenship while Library Literacy programs and state agencies are most likely to offer only ABE.

Figure 3.2 – ABE 321/326 Funded Classes Offered by Survey Respondents



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Fifty six percent of the survey respondents reported that their highest enrollment was in ESL. (See Table 4.1, page 12). Data Review group participants' comments related to these data included the following:

> "ABE class enrollments tend to be much smaller than typical ESL class enrollments."
> "The fact remains that, combined together, the numbers of ESL and ESL/Citizenship classes statewide still far outweigh the number of ABE classes. Compare enrollment [numbers] to classes offered and this becomes even more evident."

Table 3.4 - Number of ABE 321/326 Providers (1990-91 to 1997-98)

Provider Type	90-91	91-92	92-93	93-94	94-95	95-96	96-97	97-98
Adult Schools	116	149	158	208	253	245	249	229
Community-Based Organizations	32	51	58	54	87	91	90	90
Community College Districts	16	17	15	16	21	25	25	22
Library Literacy Programs	-	-	22	30	32	38	39	45
County Offices of Education	-	-	1	6	9	6	6	11
State Agencies	3	4	4	4	4	2	4	4
Other Agencies	-	-	-	-	-	5	5	3
Total	**167**	**221**	**258**	**318**	**406**	**412**	**418**	**404**

Source: California Department of Education, 1997-98 Annual Narrative Performance Report.

The total number of different agencies providing ABE 321/326 services more than doubled between 1990 and 1995. The number of providers of each type also increased each year through 1994-95. The trend leveled off in 1996-97 as figures were almost identical with those of 1995-96 and now show a decline in 1997-98. An increase in the number of library literacy programs and county offices of education funded in 1997-98 was more than offset by a decline in the number of adult schools funded.

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California's State Plan Goals: *Improving Access to Users*

- Increase User Access to Programs
- Better Inform Users of Programs
- Provide Funding to Meet Demand for Services

Historically, adult education providers have developed innovative and practical ways to increase access and serve a variety of students. Responses to several questions on the ABE 321/326 survey provide information about program demographics, specifically program areas with the largest and fastest growing enrollments and programs that may be experiencing little or no growth and/or declining enrollment. The most significant data indicate a major decline in ESL/Citizenship enrollment throughout the state. One agency respondent commented, "It grew the fastest but also fell the fastest."

Many of the responses to questions related to technology and Promising Practices reflect ABE 321/326 agencies' continuing commitment to increasing user access to programs.
A library literacy program respondent commented, "We have a large computer instruction program for students who are waiting for a tutor, need/want to study independently, or who prefer computer learning."
Community college programs reported, "We open our labs every Friday and Saturday to our community so they can come in and work independently."
" We have a very effective distance learning program. We were amazed at how many people enrolled saying they could never have attended classes."

Adult schools provided examples of various types of technology being used to increase student access to instruction.
"A mobile classroom takes laptop computers to a variety of sites for individualized ABE, ESL, GED, and parenting instruction."
"Video ESL, our distance learning program, uses ESL courses on videocassette that students check out and study at home."
"We have a distance learning project, radio ESL, as part of 5 percent funding. ABE also developed a pilot program to allow elementary school parents to learn basic skills at home on computers."
One respondent added that distance learning ESL was his agency's fastest growing program because "...it is more convenient for those without child care or regular transportation."

Many agencies also are entering into new collaborative activities to increase student access.
One agency respondent stated, "We are expanding our ESL classes by opening classes at three elementary schools and one community center. We are collaborating with Migrant Ed., feeder school districts, and CBOs."
"Our largest county community is 20 percent Hispanic and is growing rapidly. Healthy Start has acted as a liaison for recruitment and support."

One hundred twelve agencies (56 percent of the respondents) reported that their ESL program had the highest enrollment. The survey data continue to identify ESL as the largest program area in California. The numbers are quite similar to previous survey data. In fact, ESL has accounted for the largest percent of the enrollees in the federal program for the past 18 years.

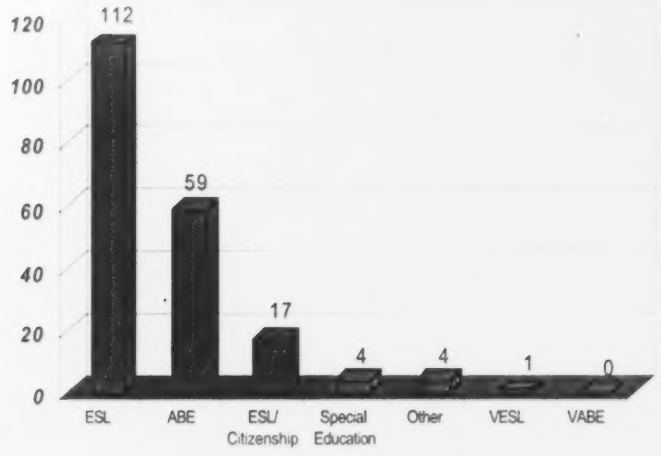
The following quotes from survey respondents document the continuing need for ESL:

"ESL continues to have the largest enrollment in our agency because it reflects the demographics of our area and the population is well aware of their need for our services."

"There is a great need to become a citizen because of the changes in laws. People also know that English is necessary to progress in the job market."

Data indicate that in library literacy programs and state agencies, the ABE program is the largest program. When small agencies identified their largest program area, they often clarified their answers by indicating that the program identified was the only program their agency offered or the only program receiving 321/326 funding.

Figure 4.1 – 321/326 Funded Program Area With the Largest Enrollment (HHUs)



Programs that selected ESL identified these as reasons:

- Local demand, large immigrant population in this area
- Word-of-mouth, publicity, quality of instruction
- Only program offered
- CalWORKS, welfare reform

Programs that selected ABE identified these as reasons:

- Only program, target population
- CalWORKS, welfare reform
- Area of most need

Programs that selected ESL/Citizenship identified these as resaons:

- Only class offered
- Area of greatest need
- Welfare/immigration legislation

Respondents were asked to provide reasons why the identified program had the highest enrollment. A large immigrant population creating a local demand was consistently mentioned as the major reason for high enrollment in ESL programs. The offering of quality instruction and support services was also cited as a reason for high enrollment. A CBO respondent stated, "The large enrollment in our program is partly due to the comprehensive supplementary services we offer, leading to naturalization."

Changing federal and state immigration and welfare laws were cited as reasons for both increasing and decreasing the demand for ESL/Citizenship classes. In spring 1998, the Immigration and Naturalization Service (INS) announced that it would take back the responsibility for all naturalization testing beginning September 1, 1998. To date, however, the INS has not provided specific information as to the testing program that it will put in place or when the new program will become effective.

A data review group participant commented, "These enrollment figures are low because of the new INS regulations. If there is a big push for citizenship relative to economic benefits, the numbers will increase again."

One survey respondent stated he felt that "misconceptions about welfare reform and fears that accepting public benefits would affect immigration status were prompting many families to avoid applying for any kind of public assistance."

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Comments from respondents who identified ABE classes as having their highest enrollment cited external factors such as

"The job market requires stronger general employability skills than before – better English, math, cooperation."

"The ESL program now has larger numbers in the upper levels than before. As they complete their ESL, these learners move into ABE."

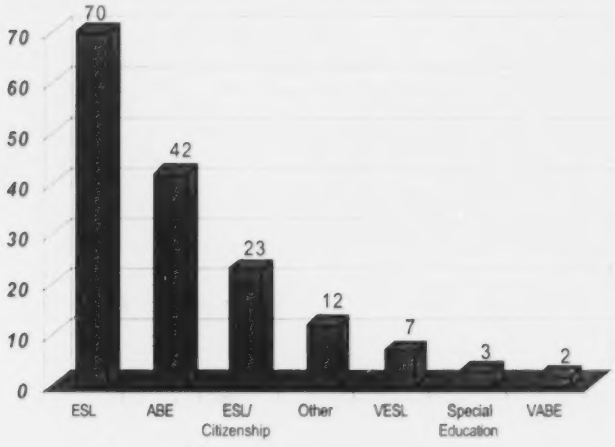
Internal or agency-controlled factors cited were: "Close monitoring of attendance and intervention when attendance was low."

" Increased focus on learning retention of higher functioning students to advance the peer mentoring component of the program. This teaching strategy will continue to be used due to the success in achieving learning gains for lower functioning students."

" The introduction of computer literacy classes."

The fastest growing program area still remains ESL, with far fewer agencies reporting ESL/Citizenship than was evidenced in 1996-97. One respondent commented, "All programs have stabilized but ESL has a tremendous waiting list. It would grow if it could."

Figure 4.2 – 321/326 Funded Program Areas with the Fastest Growth (HHUs)



Programs that selected ESL identified these as reasons:
- Citizenship, welfare reform
- Local demand
- Job, job retention, advancement

Programs that selected ABE identified these as reasons:
- Citizenship
- Welfare reform

Programs that selected ESL/Citizenship identified these as reasons:
- Welfare reform/CalWORKS
- Citizenship requirements

Programs that selected VESL identified this as reason:
- Welfare reform/CalWORKS

There continues to be a growing interest in providing vocational training and career assessment. In fact, seven programs reported that Vocational English as a Second Language (VESL) was their fastest growing program area compared to three programs in 1996-97. One respondent said, "Students want to improve communication, life and job skills and obtain employment."

Other respondents stated that both welfare reform changes to the curriculum and community demand for better training and job-related courses were reasons for the growth of the VESL program.

"Many of them (the students) desire to learn or improve their English to increase their chances of receiving a promotion."

"We are opening VESL classes for targeted GAIN/CalWORKs students."

A data review group participant commented, "Welfare reform, economic development initiatives, SCANS, and even the title of the new adult education national legislation, Workforce Investment Act, are providing impetus to curricular changes that develop literacy and language skills in a workplace context."

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To provide additional clarification, respondents reported which types of classes had experienced little or no growth during the 1997-98 fiscal year, further defining enrollment patterns and access issues in California. Enrollment caps and maintaining program quality are cited as reasons for overall lack of growth with respondents stating,

"Funding limits make it impossible to meet on-going student demand."

"We maintain the same class size in order to offer the best quality services to all learners."

Among agencies indicating ABE classes as experiencing little or no growth, respondents reported the following concerns,

"I think the way we offer the program does not meet the needs of the adult basic skills learners. I just don't know how to fix the problem."

"Poor retention, no staff time for follow-up."

"We are trying to increase our ABE population but growth has been slow."

"Fewer students are being referred by the Department of Social Services."

Data review group participants commented on the need to provide more training opportunities for ABE professional staff. Comments included:

"ABE will not grow until more training is provided. Teachers need the opportunity to network and agencies need to see the possibilities."

"ABE has unique demands and needs as far as recruitment, retention, and serving those with learning problems. Opportunities for ABE professionals to mentor each other and work together would be beneficial."

One respondent suggested that, "A statewide publicity/recruitment for ABE literacy students with a hotline which directs them to local agencies would be helpful."

Agencies reporting ESL/Citizenship classes as experiencing very little or no growth provided the following comments:

"Students are reluctant to sign up for classes because there has been no answer from INS as to how the new testing will be handled."

"People have been scared so much by talk about deportation, about new rules for naturalization that they're not willing to risk."

Several data review group participants commented that the immigrant population has chosen to take a "wait and see" attitude about INS.

One stated, "National policy and legislation seem to be affecting local program enrollment on a consistent basis throughout the state."

Figure 4.3 – 321/326 Programs With Very Little or No Growth/Change in Enrollment (HHUs)

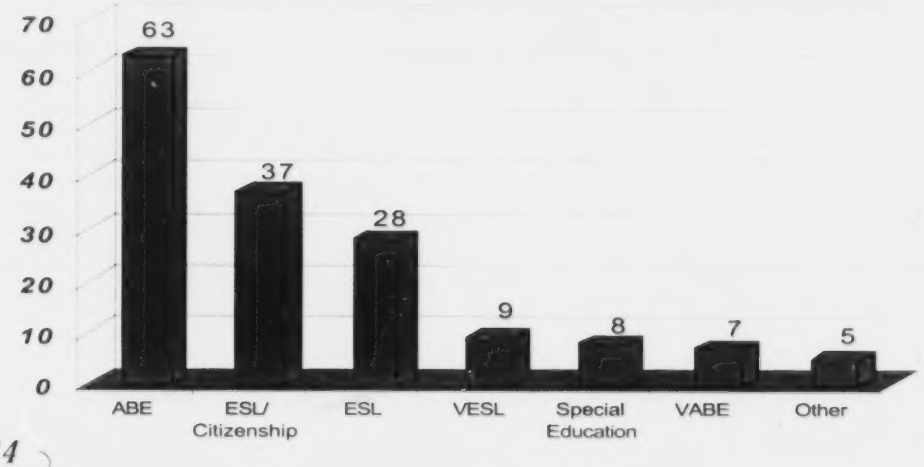

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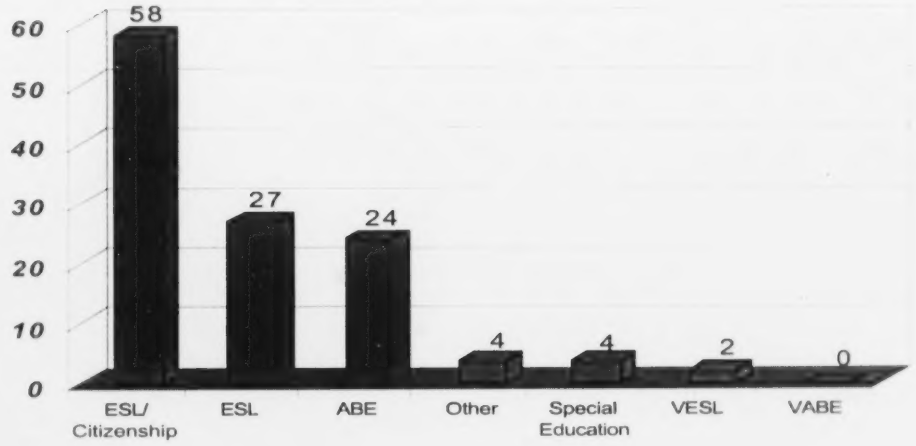
Figure 4.4 – 321/326 Funded Programs Experiencing a Decline in Enrollment (HHUs)



Comments from agency respondents as to reasons why some types of classes are experiencing declining enrollment were similar to those given for classes experiencing little or no growth.

> One respondent stated, "When welfare reform was first announced, many of the students began to look for new work or more hours immediately. Also students who had previously been placed with us through GAIN were pulled for work experience or other assignments."

In addition, the following comments from agencies experiencing declining ABE enrollments provide insights into problems they are facing in trying to serve this population.

> "We have a very small population (everyone knows everyone). Potential students are embarrassed!"
>
> "Perhaps they need more than we can offer (counseling, tutoring etc.)"
>
> "We are, by definition, dealing with a hard-to-reach population and need to do more serious and effective recruiting."

Better Inform Users of Programs: Outreach/Marketing

The current California State Plan states that the prospective participants must not only have easy access to information about available programs, but also information and guidance that helps them decide which program best meets their needs. In responding to the ABE 321/326 survey, local agencies described effective outreach practices they were implementing.

One CBO respondent said,

> "Our class attendance has quadrupled. Because we are a multi-service agency, community contacts and outreach are vital to our program. To recruit students, we use community outreach flyers in ethnic languages and sponsor community events and fairs."

An adult school administrator stated,

> "We have opened an outreach center in a low income housing facility for women who need to upgrade their skills. The owner provides the classroom and pays the babysitters. We staff it. This has raised the level of community awareness of our services and provided services to the hard-to-reach."

Increase User Access to Programs: Technology

In the 1995-96 ABE 321/326 survey, technology began to emerge as a major interest and emerging trend for providing quality instruction and improving access to adult education services. Technology continues to be a rapidly expanding area for providing both educational services and program support. Survey data indicate that there has been a significant increase in the use of technology for instructional purposes as well as for record keeping, data collection and curriculum revision. Library literacy

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programs, 45 percent of which responded to the 321/326 survey online, reported adding three new websites for the primary purpose of networking with like agencies. One respondent commented," It seems that most library literacy programs have expanded their use of technology in many ways. Still challenging is providing access to CAI [computer-assisted instruction] for learners."

A major obstacle to the increased use of technology, including computers, seems to be instructors' lack of experience with new technologies.

Data review group participants stated,

"Our greatest limitations continue to be staff training and limited software choices, though refocusing on computer literacy for jobs (real life word processing and database projects) and the use of the Web may move us beyond the language learning software dilemna."

"We are finding that many of our immigrant students are coming with more knowledge about and interest in technology than some of our faculty. We are trying to help our instructors make the paradigm shift that technology can support learning – that it isn't a threat. Staff development is an issue."

" I think it would be helpful to identify agencies where teachers are using technology effectively, disseminate information about those programs, and facilitate visits to them for other teachers to observe these 'promising practices.'"

Figure 4.5 - Use of Technology in ABE 321/326 Programs in 1997-98

The percentage of respondents reporting "Increased use" (63.7 percent), "Decreased use" (2.6 percent), and "Same amount" (33.7 percent) in the use of technology is almost identical with that reported in 1996-97. Survey respondents commented on a variety of effective uses of technology.

"There has been a tremendous increase in computer use since the ESL language labs were rewired, networked and equipped with Power Macintoshes. Effectiveness is improving as the teachers and lab aides complete training on computer use and the internet."

"Our program is growing from a small minimal program to a flourishing one, and the resources on OTAN, coupled with local trainings are invaluable. Also, the ability to use the Internet to send reports such as this, makes it easy."

Another respondent noted that their program was now using video and interactive television, including programs such as "Opening New Doors" (employability focus), "Entering English through Crossroads Café" and "Introduction to Computers (VESL)."

A Data Review Group member commented that the need for students to become familiar with and develop skills in using computers and other technology is becoming increasingly imperative. She further stressed that there should be substantial emphasis on supporting "technological literacy" and on assisting instructors to gain the necessary skills to support this goal. Providing confirmation for this statement, another data review group member commented, "We have integrated computer use throughout our curriculum. Lack of teacher computer knowledge was, and still is, our greatest challenge."

One of the major goals for the OTAN 353 project is to provide technology support for instructors. To this end, the network is providing a variety of features in its "For Teachers" area of the "OTAN Forum" on the OTAN Web site. Internet in the Classroom, Integrated Learning Systems (ILLs), access through "Material Lists," and Discussion Boards are three of the new features.

Table 4.1 – Ways Technology is Being Used Effectively

	Number of Responses	Percent of those who submitted surveys
Using Technology for Instruction, such as:	**187 total**	**90.8**
Increasing student access (increasing numbers of labs, hours of operation, sites, and stations)	91	
Improving/providing supplemental instruction	60	
Integrating video, multimedia into classrooms and labs	36	
Using Technology for Other Purpose, such as:	**118 total**	**57.3**
Improving record keeping (TOPSpro etc.)	44	
Accessing/using OTAN, Internet resources	34	
Developing, revising curriculum	28	
Other	12	

Most respondents indicated that they were using technology for both instruction and/or other purposes.

Respondents provided further examples of the many ways that technology is being used effectively in their programs.

"Don't the Internet and technology make our life easier most of the time? In our isolated community, the Internet is an indispensible tool that brings us into the mainstream."

"Our classroom computer has been linked to TV so that the entire class can respond to exercises, collaboratively edit materials, follow along as one student accesses websites. The ESL/Citizenship class visited the White House via the Web last week."

"Faculty use laptop PCs for record keeping."

"OTAN takes away all of our excuses for not being up to date. It provides a forum where our ideas can be flown and our questions can be answered."

California's State Plan Goals:
Improving Accountability

- Accountability Measures
- Data System for Adult Education
- Capacity for Program Evaluation and Review
- Competency-Based Assessment
- Program Quality Standards

A continuing goal of CDE is to provide improved accountability through frequent assessment of program quality and student progress at local site, district, and state levels. To ensure that the collection and reporting of valid and reliable data are consistent with current state and federal data collection efforts, CDE continues to use CASAS as the provider of a common, age-appropriate measurement system for all levels of the Adult Basic Education program. CASAS provides accountability data to both state and federal agencies through the process of student progress assessment and demographic and goal attainment data collection. ABE 321/326 sites receive agency-specific data and are given technical assistance on using this data for local reporting and program planning purposes.

Standards, outcomes and accountability take on increasing importance as California prepares to implement the requirements of the new Adult Education and Family Literacy Act. Dr. Lanny Nelms, principal of Friedman Occupational Center in the Los Angeles Unified School District, opened recent CASAS fall training sessions with the following remarks: "Accountability is an extremely important factor in everything we do today. Since the shot rang out around the world about three years ago when Paul Warren [California legislative analyst] stood up in the 'leg' meeting and asked, 'What does adult education really do?' more pressure has been put on us to show what we really do."

Accountability Measures

To expand on the accountability data and information collected in the 1995-96 and 1996-97 ABE 321/326 surveys, the 1997-98 survey requested more detailed information about how agencies are documenting students' outcomes and progress, including criteria for advancing students from level to level and effective ways of using data. While many agencies described effective ways they were developing, implementing, and monitoring using identified accountability measures, other agencies did not seem to be aware of the need to do so.

Adult school respondents stated,

> "We formed a committee to review the Model Program Standards, the existing course outlines, and our instructional materials. The committee decided on benchmarks and selected tests and other measures that reflected our goals."
> "We established benchmarks based on the model standards. Student progress and outcome data are used to determine promotion, student retention, and instructional effectiveness by level, determine if competencies are mastered and provide level completion certificates."

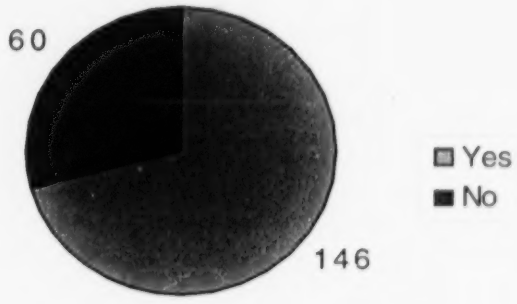
At the opposite end of this spectrum were comments such as: "There is no formal advancement to another level." Survey responses often seemed to reflect the opinion that data collection is an external process with little or no value to the local program. In response to the question as to how the program uses its data, one agency respondent stated, "Copies of the results are given to the administration. They file them away. I don't know the outcome of their findings."

Reacting to the range of survey responses, data review group participants made the following comments: "Defined competencies and benchmarks are essential to a quality program and evidence of this should be a part of the grant application." "Given the demands of the new Workforce Investment Act, programs which have not identified benchmarks will have to begin this process immediately."

Competency-Based Assessment: Identifying and Assessing Attainment of Program Level Benchmarks

The California Education Code, section 52655, states "It is the intent of the Legislature that the superintendent develop a course of instruction for each level of English as a second language and basic skills instruction leading, respectively, to a Certificate of Proficiency in English as a Second Language, and a Certificate of Proficiency in Basic Skills. It is further the intent of the Legislature that the superintendent establish the level of performance and the measures for granting the certificates for adult schools and community-based organizations and that the Board of Governors establish the level of performance and the measures for granting the certificates for community colleges." Several survey questions requested information on progress made related to identifying benchmarks.

Figure 4.6 – Agencies That Monitor ESL Students' Progress Based on Identified Benchmarks at Each Program Level



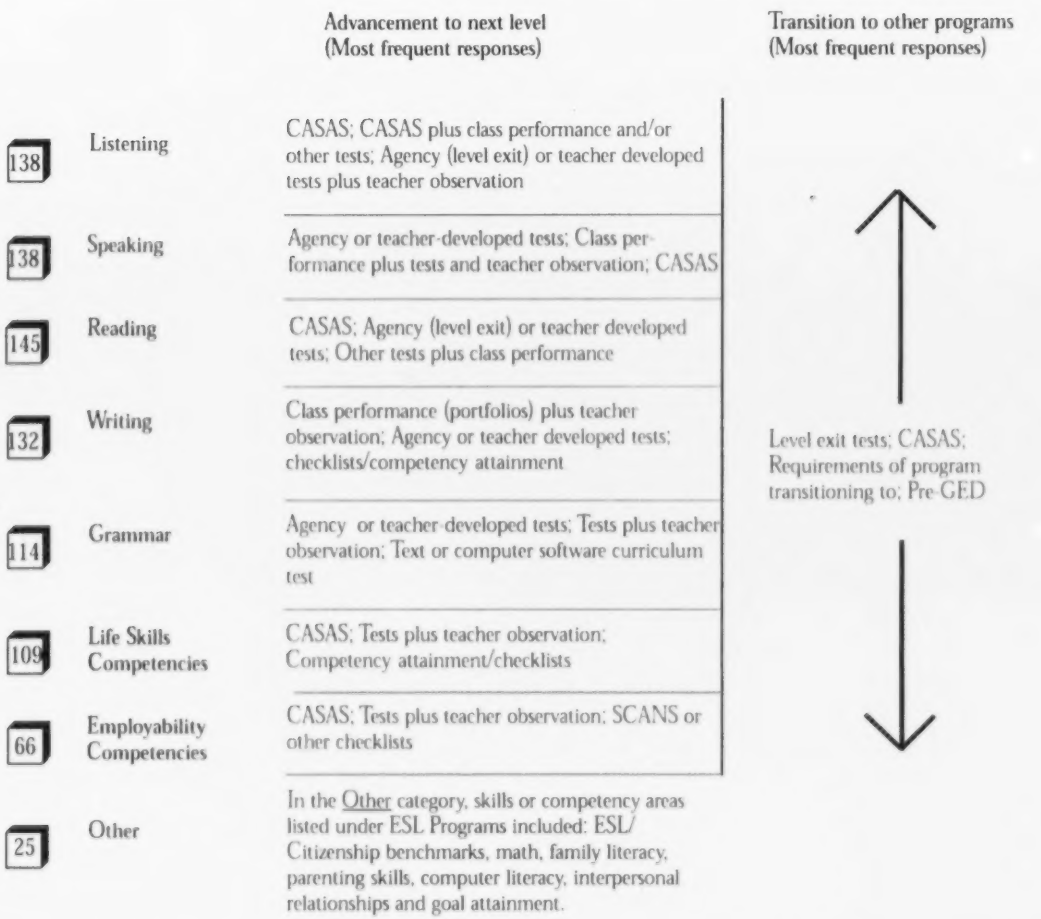
The data collected show a strong commitment to the use of multiple measures to assess attainment of skills and competencies. Many agencies listed similar common combinations of assessments being used to measure progress in listening and reading skills including CASAS tests, agency-developed tests, and teacher judgment. Informal, non-standardized measures were most likely to be used in assessing progress in the other skill areas. Fewer than half the agencies responding to this question reported assessing attainment of employability competencies. Respondents listed a wide variety of other standardized and non-standardized tests and performance measures being used. Increasing numbers of agencies indicated that they had developed or were in the process of developing their own level completion tests based on model standards guidelines.

Agency respondents provided examples of ways they were monitoring ESL students' progress.

"We are using CASAS pre and post tests, diagnostic tests, level exit tests, applied performance tests, teacher made as well as text book tests. Teachers maintain their own records. TOPS contains student demographic information as well as CASAS pre and post test results. Student progress is entered in our computerized attendance system."

"Teachers use a variety of appropriate assessments. All teachers meet together for breaks and often discuss needs/abilities of students they propose to move up or down. Outcome data is gathered at least twice a year - in the fall/winter for pre/post testing and in June in each class via a survey we developed to give us data for our 321 final report."

Monitoring of Student Progress Based on Identified Benchmarks


Advancement to next level
(Most frequent responses)
Transition to other programs
(Most frequent responses)
138
Listening
CASAS; CASAS plus class performance and/or other tests; Agency (level exit) or teacher developed tests plus teacher observation
138
Speaking
Agency or teacher-developed tests; Class performance plus tests and teacher observation; CASAS
145
Reading
CASAS; Agency (level exit) or teacher developed tests; Other tests plus class performance
132
Writing
Class performance (portfolios) plus teacher observation; Agency or teacher developed tests; checklists/competency attainment
114
Grammar
Agency or teacher-developed tests; Tests plus teacher observation; Text or computer software curriculum test
109
Life Skills Competencies
CASAS; Tests plus teacher observation; Competency attainment/checklists
66
Employability Competencies
CASAS; Tests plus teacher observation; SCANS or other checklists
25
Other
In the Other category, skills or competency areas listed under ESL Programs included: ESL/ Citizenship benchmarks, math, family literacy, parenting skills, computer literacy, interpersonal relationships and goal attainment.
Level exit tests; CASAS; Requirements of program transitioning to; Pre-GED

Of those agencies indicating that they monitor ESL students' progress based on identified benchmarks, 50 percent of the adult schools, 30 percent of the community colleges and less than 1 percent of the other agency types listed the ESL Model Standards as an integral component of the process for identifying these benchmarks. Many of the respondents indicated that they used CASAS or other test scores as benchmarks. Small agencies, particularly agencies offering primarily ABE classes, often reported using completion of computer software programs, textbooks, or other curriculum materials as their benchmarks.

Agencies provided examples of the different processes they used in identifying their benchmarks.

> "ESL teacher curriculum committees aligned our curriculum with the State Model Standards, identified common competency topics at all levels and designed tests of skill level attainment. It has taken several years and is an ongoing process."

"We developed curriculum based on the seven levels of Model Standards and then created level exit listening and speaking tests for each."

"At an assessment retreat, teachers identified key competencies for each of seven levels in L, S, R, and W [listening, speaking, reading and writing]. Our current project is focused on developing measures to assess attainment of the competencies."

Some respondents expressed their concerns and discussed the problems they face. A number of agencies left this item blank while others simply listed, "CASAS", "Levels of textbook used" or "Our classes are open-ended." One adult school respondent expressed concern that, "We have relied primarily on subjective teacher evaluation and student performance rather than benchmarks and level exit tests." Another stated, "We are still in the process. We are looking for a standardized formula – one where standards are similar in all county schools."

Data review group participants commented, "Model standards should have been indicated by all 321/326 agencies since the model standards specify what students should be able to do at each level." "Staff training in collecting and using data needs to be a high priority. Data collection for planning, program improvement, improved service delivery and marketing should be built into a continuous improvement process."

Agencies that responded "yes," that they did monitor progress based on identified benchmarks, were asked:
What process did your agency use to identify these program level benchmarks?

Number of agencies:	Responses:
61	Model Standards or Model Standards in conjunction with staff input, CASAS and/or curriculum
36	CASAS and/or other tests
10	Staff decision - made in conjunction with tests, curriculum
8	Curriculum/texts/software

As was the case in ESL programs, a majority of the agencies reported using multiple measures of assessment in assessing students' attainment of ABE program benchmarks. CASAS and/or TABE were the standardized tests mentioned most often. Informal, non-standardized measures were most likely to be used in assessing listening, speaking and writing skill areas. Typical responses were:

"We use multiple assessments, including CASAS, agency-developed vocational assessment, and mastery of individual goals."

"CASAS tests, ABLE tests, oral tests, teacher observation, written assignments, class participation and cooperative work in groups."

Of those agencies that indicated that they monitored ABE students' progress based on identified benchmarks, 33 agencies, 23 percent, listed the ABE Model Standards as an integral component of the process for identifying these benchmarks. Many of the respondents reported using completion of software programs or other curriculum materials as their benchmarks.

Again, agencies provided examples of the processes they had used in developing their program benchmarks. Some respondents also expressed their concerns and some were uncertain as to how to respond to the question.

" We had staff involvement in curriculum alignment to State Model Standards plus consideration and acquisition of different standardized tests and ongoing coordination."

"CASAS, SCANS and State Model Standards"

"Progress tests"

"Established TABE levels"

"We know we need to improve in the area of assessment"

A number of agencies did not provide any response to this item.

In transitioning students to other programs, agencies most often reported using CASAS, Pre-GED tests, agency or teacher-developed exit tests or the specific requirements of the program to which the student was transitioning.

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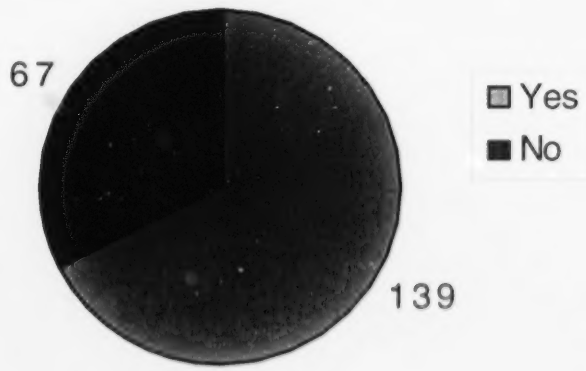
Figure 4.7 – Agencies that Monitor ABE Students' Progress Based On identifed Benchmarks at each Program Level



		Advancement to Next Level (Most frequent responses)	Transition to Other Programs (Most frequent responses)
60	Listening/ Speaking	Agency or teacher-developed tests plus teacher observation; Agency or teacher developed tests; Teacher evaluation	Transition is based on requirements for next step, goal, benchmarks - GED, High-School diploma, vocational training, etc. TABE (8th or 9th gr. equiv.) CASAS 230 GED pre/post tests High School subjects tests
135	Reading	CASAS and/orTABE; Class performance plus non-standardized tests; Pre-GED tests; Computer software/text tests	
115	Writing	Class performance, portfolios; Agency or teacher-developed tests; CASAS or TABE	
112	Math	CASAS or TABE; CASAS plus non-standardized tests; Class performance plus non-standardized tests; Computer software/text tests	
88	Life Skills	CASAS plus teacher evaluation; Agency or teacher-developed tests; Checklists/anecdotal records	
66	Employablity Skills	CASAS plus teacher evaluation; Class performance plus teacher evaluation; Checklists/anecdotal records	
16	Other	In the Other category, skills or competency areas listed under ABE programs included: VABE, family literacy, parenting skills, computer literacy, study skills, motor and independent living skills, and goal attainment.	

Fewer than half of the agencies responding to this question reported assessing attainment of ABE learners' listening and speaking skills or employability competencies. A Data Review Group participant commented, "Since listening and speaking are such important skills/competencies, I was surprised that they are assessed so infrequently compared to reading, writing and math." In discussing assessment for transitioning students to other programs, one agency respondent stated, "Through the years we have done research on the success rates of students who have completed different levels of our program. We know what level of competence is required in specific areas to succeed in vocational classes, high school lab, various jobs, etc."

The survey asked:
What process did your agency use to identify these program level benchmarks?

Number of agencies:	Responses:
47	Tests (CASAS, TABE, GED practice, other)
34	Staff decision-making
33	Model Standards
15	Curriculum

Program Quality Standards: Implementing Model Standards

Significant indicators of CDE's commitment to quality are the development and dissemination of adult education ESL, ABE and ASE Model Program Standards and the provision of staff development specifically targeted to their implementation in the classroom. These documents outline program, assessment, curriculum, and instructional standards for all adult literacy providers to assist them in meeting the individual and changing needs of the adult learner. Some agency respondents commented on the value of the standards documents.

> "Documents such as ESL Model Standards and the Programs of Excellence review document have been a great resource." One respondent stated that her agency would like to suggest, "Development of clearer guidelines, suggestions and workshops on assessment, development of level exit tests for all levels (aligned with Model Standards) and some changes in open entry/open exit systems which make assessing students on a regular basis almost impossible."
> "Technical assistance tailored specifically to the needs of the individual program or educational institution and available at the program site and assessment instruments that are specifically developed for and tied to the Model Standards for ESL."

Programs are expected to implement the standards within five years after publication. Therefore, the ESL standards were to be implemented in all programs in 1997-98, as reflected in the Compliance Document for the review of programs. The ABE standards are in the second year of implementation for all programs receiving ABE 321/326 federal funds and, therefore, were incorporated into the grant application process for 1997-98. These standards promote consistency across the state, determine levels of instruction, provide benchmarks for monitoring progress and help practitioners to speak about their students and programs in a common vocabulary.

Technical assistance and professional development are available to agencies in the implementation of program standards through Section 353 funded professional development projects: SDI, OTAN, CASAS in conjunction with CDE consultant staff.

Data Review Group Members:

- made suggestions, "We probably need to do more targeted and in depth inservice, just talking about them (model standards) isn't enough."
- asked other questions such as, "Aren't all 321/326 agencies required to use the standards?" "Are we providing enough information and training for new agencies or agencies where leadership has changed?"
- made comments such as, " We tend to talk about something when it is new and then assume everyone knows about it."
- expressed concern about the low percentage of agencies that reported using the standards documents as part of the process for identifying benchmarks asking, " Why is this figure so low since the Model Standards have been available for so long?"

Database for Adult Education

The CASAS software program, TOPSpro, continues to be updated, improved, and made available to all ABE 321/326 agencies so that achievement and progress data are readily available to local agencies. CASAS works closely with the state Data and Accountability Committee and the Adult Literacy Work Group to identify and address local program needs and improve the data collection process for 321/326 programs. Showing appreciation for this information management support, a CBO respondent commented, "The enlightened decision of the Department of Education to provide the fantastic TOPSpro software free to ABE 321/326 agencies has dramatically improved the ability to monitor, track, and document student performance and progress. The agency can provide detailed reports; teachers can adjust course materials to more accurately match student needs; and students can see their actual life skill competency attainment."

Many agencies credited the TOPS system for improving the effectiveness and quality of their assessment and data collection processes.

> "We were a new TOPSpro agency this year and it has made our testing so much more relevant. It also helps us match competencies to needs assessment items. The students enjoy having a copy of the data and the teachers benefit from the reports generated."
>
> "Finally, we've taken TOPS 'out of the box'! The feedback that we have been able to give teachers has been tremendous. It has made it so much easier to get accurate data from our teachers since what they get back is now of value to them."
>
> "Using the TOPS system, we can monitor student progress accurately, assess overall agency performance, tailor programs to meet student needs, identify current demographics and document the target population we are reaching."

Some agencies reported that no matter how hard they worked at collecting quality data, there were still problems. One respondent noted,

> "We have developed standardized competency attainment record forms; our coordinator monitors agency-wide CASAS testing, trains and sends reminders to staff and meets regularly with instructional teams to discuss and critique. Even with these standardized processes, this is an area of difficulty for teachers who often find the paperwork extremely time consuming and are not paid for non-student contact."

A library literacy respondent stated,

> "It is extremely difficult to collect data on a consistent basis in programs that do not have some form of self-containment."

This feeling was also expressed by several community college and adult school program respondents, "It is extremely difficult to get a handle on how successful a program is in helping students learn and achieve when it operates in an open entry/open exit environment. It is difficult to be accountable in this type of system." Some data review group members indicated that they were experimenting with offering shorter term "closed" classes, nine weeks, for example. "The trend in our district is towards shorter, more intensive classes with clear objectives and certificates of completion that are accepted in the local community for job placement." "We are identifying priority outcomes to be taught in shorter periods of instruction and certifying what students accomplish."

The survey asked:

How does your agency ensure that classroom instructors collect accurate and consistent student progress and outcome data?

Number of agencies:	Responses:
51	Staff support (coordinator, admin., clerical, etc.); monitoring, assisting, managing
38	Student portfolios, folders, files, checklists
32	Mandated testing
19	Technology (TOPSpro, etc.)
19	Training
16	Standardized procedures
15	Teacher responsibility (schools)
13	Other

Agency representatives reported on the types of technological and staff support they provide to help ensure the collection and use of accurate and consistent data. Again, their comments exhibited a range from detailed responses such as, "Instructional assistants are trained to administer pre and post-tests to students and maintain the TOPSpro database. Teachers maintain student portfolios and competency checklists. Adminstrators periodically review procedures and sample student folders." to only a few words such as "Pre-post testing" and "Our program is computerized."

A CBO response included the following, " We implemented the procedures outlined at the CASAS training workshop with all instructors receiving detailed memos on testing procedures and inservice training was scheduled in September. Further, instructors 'bought into' CASAS because they were given class analyses of test results the week after the tests were administered. We used TOPSpro to provide instructors with detailed class and item analyses."

Of the 206 agencies that responded to the ABE 321/326 survey, 56 agencies either marked N/A or did not respond at all to the question, "How does your agency use the data collected?" Some responded "Don't use it." Others said simply that they sent it to CASAS and/or the state.

Data review group participants found the above information disturbing and commented:

"I view the 'don't use it' reply as a cry for help."

"Instructors need to feel that assessment and documentation of outcomes are part of a seamless process to help students. The more that we can help them integrate these into the instructional process, the better."

"Staff support and technology are the two most important factors that will ensure that classroom instructors collect accurate and consistent data. There needs to be administrative commitment to the process and teachers have to be 'shown' how the data relate to what they are doing in the classroom. If the administrator is behind the process 100 percent (more than just lip service) the data will be accurate and complete."

Capacity for Program Evaluation and Review

The development and implementation of standards, benchmarks and improved accountability systems enable programs to explicitly define what they intend to accomplish and how they intend to use valid and reliable data to document the accomplishments.

As stated by one CBO, "The student data collected provide the means to make program, curriculum and other modifications to suit the participants being served. This helps our program to evolve on a continual basis by revealing our strengths and weaknesses or specific areas requiring improvement. The data also assist the staff's efforts to assess, develop and implement innovative program ideas by virtue of staff development, training, program networking and resource materials to encourage student growth."

An adult school respondent commented, " We use the data we collect for identification of students' needs, measurement of progress, program budget and planning, monitoring student learning outcomes and conducting comparative studies for program planning and improvement."

"Data is used to make future curriculum/program plans, to address identified deficiencies and to assist teachers in making changes in their teaching strategies."

A data review group participant made the recommendation that "staff training in the collection and use of data needs to be a priority. Data collection for planning, program evaluation and improvement, better service delivery and marketing should be built into a continuous improvement process."

The survey asked:
How does your agency use the data collected?

Within your agency:

Number of agencies:	Responses:
89	Monitoring progress
75	Program planning, improvement, evaluation
54	Targeting instruction
35	Reports (staff, students, Board, District)
20	Other
18	Student transition, referral

Outside of their own agencies, most programs used data collected primarily for meeting reporting and accountability requirements at the state and federal levels. However, many agencies also used data to promote and enhance collaborations. They commented on effective ways they were using data: "for community public relations, for state reports, for community collaborative efforts;" "to share our goals and objectives and collaborate with other agencies, to coordinate our program with theirs."

Outside your agency:

Number of agencies:	Responses:
58	Collaborating agencies
51	State/CASAS
17	Outreach/Marketing
13	Grant writing
11	Student referral

Public relations was also mentioned as an important way to use program impact data.
"Within, to improve program quality—outside, to demonstrate program quality." A community college respondent reported that data were used: "To brag about the good that we do. Our message is: We're good and we do this good with very little support. Just think how good we could be if we were given more support."

California's State Plan Goals:
Improving Program Quality and Responsiveness

- Funding and Regulation that Encourage Program Improvement, Responsiveness, Innovation and Alternatives
- Resources for Program and Curriculum Development
- Resources for Staff Development

The California State Plan states that "changes are needed to encourage local educational providers to be responsive to new needs and maintain high quality programs." The California Department of Education consistently demonstrates its commitment to improving the quality of ABE 321/326 programs. During the 1997-98 year the department continued activities which identified Programs of Excellence and Promising Practices that provide models which local agencies can replicate or integrate into their programs. Many agencies reported on professional development activities that are responsive to the newest areas of program focus-technology, welfare reform and accountability. Small agencies also reported having received targeted staff development to further improve the quality of their programs. Respondents commented on the value of the professional development being provided. For example, "SDI workshops have helped our teachers maintain quality programs which meet the state educational standards. CASAS workshops have helped us manage the appropriate assessment procedures for our students. OTAN training gave our faculty a chance to obtain more resources."

Program Improvement, Innovation, and Alternatives: Promising Practices

As in the 1995-96 and 1996-97 surveys, agencies were asked to identify new, innovative, or proven strategies or methods being implemented in ABE 321 programs in California. To date 29 practices have been identified through in-depth follow-up interviews with program practitioners. These 29 practices were identified as promising based on one or more of the following criteria:

- Offer a new, innovative, or proven method to achieve one of the four CDE goals
- Represent a practice beyond the current norm in adult education programs in California
- Have potential application in other adult education programs
- Have potential for integration into the ongoing adult education delivery system.

Summary descriptions of Promising Practices identified from the 1996-97 survey and directions as to how to access them online can be found in Appendix A. Several agencies which had promising practices reviewed and posted on the CASAS Web page last year reported continuing efforts to expand and enhance implementation of the practices. One agency involved instructors in determining priority Model Standards to use as benchmarks for moving students from level to level through the program. This year the agency reported on a related project to identify writing outcomes for all levels. Another agency identified last year for its distance learning project indicated that the program in its third year continues to grow, and has been adapted and used by several other adult education programs. Another agency provided an update on its basic skills and GED prep instructional program available on computers and checked out to students. Students can now access training developed by the local PIC on their "check out" computers via the Internet.

Respondents had the opportunity to report on practices they had implemented during this year. The descriptions of promising practices continue to highlight the variety and uniqueness among programs and agencies.

While these promising practices could be listed and described under one or more of the four CDE operational goals, it seems appropriate to detail the results under the goal of Improving Quality and Responsiveness. These practices highlight innovative ways programs serve diverse groups of learners and demonstrate program quality and responsiveness to new needs, innovation, and instructional options especially through non-traditional methods of delivery.

The survey asked agencies to:

Provide a brief description of an effective strategy or approach your agency has implemented for a specific class or program.

Number of responses:	Topic areas:
28	Use of computers or technology
16	Employability skills/SCANS/VESL
12	Citizenship
11	Family literacy class
8	Improve placement/orientation
8	Distance learning
8	Tutor training
8	Basic skills improvement

Technology

Just as in last year's survey, new and innovative uses of computers and technology are cited most frequently in responses to 1997-98 promising practices questions. Training on the use of computers and technology is not limited to students. One agency recognized the need to help instructors integrate the use of computers into their instructional program by providing training on the appropriate use of technology in the classroom for both instructors and instructional aides. Feedback indicates that ".. there is a new sense of acceptance of a role for technology in the classroom. The attitude of instructors toward the use of technology has moved from 'frigid' through 'comfortably interested' to 'enthusiastic contributor.'"

Several agencies reported on projects that focus on the development of students' computer literacy by providing access to computer labs on a regular basis. Once students gain basic computer skills, they are introduced to appropriate supplemental instructional programs available on the computer.

One agency reported on its multi-media ESL lab wherein students from low beginning to advanced levels are involved in activities that reinforce classroom instruction. Instructors attend with their students and provide the multi-media lab instructor with information on what is being taught in their classes. Reports show that as a result of student response to activities in the lab, more technology is now being implemented in the regular classrooms. Several other programs reported increasing students' access to computer labs before and after ESL and ABE classes and regularly scheduled time in the computer lab for developing computer literacy skills under the direction of the computer lab instructor.

One CBO expanded its computer literacy classes offered at a homeless shelter. A local newspaper publicized the program and as a result volunteer mentors from the community, businesses, and employees from the Department of Defense became involved. More than 1,000 students received computer instruction in one year.

Resources for Program and Curriculum Development: Employment, VESL, VABE

Strategies which provide for the integration of employability skills, the SCANS competencies, and VESL/VABE, which were not identified as a high priority last year, were quite evident this year. This focus is more than likely due to Welfare Reform/ CalWORKs guidelines and the ever-increasing emphasis on learner progress and outcomes especially as they relate to gainful employment. One agency reported incorporating employability skills such as problem solving, time management, delegation of responsibility, and working as an effective group member into the curriculum. As a result, seven students got jobs, seven are in job training, and five have transitioned into high school level classes. Another respondent stated, "ABE and ESL students with an employment focus now have access to computers within their classrooms and are learning computer skills using appropriate software programs."

One state corrections agency reported on an effective practice which focuses on the use of technology as well as job search skills. All ABE students receive instruction to develop computer literacy. The program instructor reports that students are becoming more comfortable using computers and technology and "many have accessed future employment opportunities through career development software and the internet."

Family Literacy

Reports on special projects related to Family Literacy classes are down somewhat from last year, but many programs continue to document encouraging results. One agency reported increased "parent participation in ESL classes, volunteering in the child's classes, attendance at parents' functions, and increased (literacy) activities at home." In another Family Literacy program, parents receive ESL and basic skills instruction while children participate in pre-literacy skill development activities. High attendance rates, positive results reported on a student survey, and favorable results on the assessment of the children's readiness for kindergarten speak well for this CDE initiated effort.

Citizenship

Strategies related to citizenship classes were not as numerous as last year, probably due to decreasing numbers of students seeking citizenship and the closing of INS-approved citizenship testing sites. An agency respondent stated, "We provide intergenerational literacy programs to our extremely poorly educated population in our very low-socioeconomic area in the citrus/avocado belt. We provide ESL/Citizenship classes, basic education and job skills instruction with one-to-one volunteer tutors; a family literacy program dealing with parents trying to learn to read to their children and influence them to stay in school; and we train and provide volunteer tutors to go into the elementary schools to work with children at risk."

Improve placement/orientation

A new category of promising practices emerged this year—improvement of student placement and orientation services. These practices are more than likely tied to the emphasis on accountability in adult programs. Students are made aware of program expectations and of opportunities and options available beyond their current classes. Students' skills are also assessed to ensure accurate initial placement. One program reports that orientation/assessment workshops are presented four times each week to provide orientation information and to administer a CASAS appraisal. Preliminary outcomes indicate "increased ABE enrollment and more accurate placement of ESL students."

One library literacy program developed an effective strategy whereby new learners are provided with a program orientation by experienced learners. New learners are informed of all aspects of the program including learner responsibilities. A major outcome of this activity was the development of a *Learner Handbook* presented at learner information meetings in the spring of 1998. Because the meeting and the handbook were so well received, they are now part of the ongoing program. The goal of this practice is to increase participation, retention, and progress of learners.

Agencies were asked:
How is your agency measuring the effectiveness of this new strategy or approach?

Number of responses:	Measuring strategy:
29	CASAS testing
24	Attendance
15	Participation
11	Student feedback
8	Retention
7	Tutor evaluation
7	Job placement
4	Too new to evaluate

Methods of documenting the effectiveness of strategies are similar to last year's with testing/CASAS testing and student attendance accounting for more than half the responses. Some agencies are attempting to provide more specific information such as tracking students' job placement, promotions, and increase in salary. These activities provide further evidence that some programs have a growing awareness of the necessity of tracking and reporting student outcomes not just student retention or progress within the program. Other agencies reported: "Noticeable increase in 'paired data' as compared to last year. Attendance and retention of students has improved. We have increased our visability in the neighborhood. Referrals to other adult ed. programs have increased." "Cohesion across the whole program, student movement between levels, attendance in the lab have all increased since last year." "We have set a standard of achievement of 80% or better and are able to monitor progress."

One agency measures the effectiveness of its VESL program by conducting visits to students' work sites to address specific problems. Another program which provides orientation and counseling to incoming students sets up exit interviews with the school principal as students leave in order to gather information as to what helped the students most and what might be improved.

Agencies were also asked:

What impact has this strategy/practice had on your program?

Number of responses:	What impact:
39	Increased interest, enthusiasm, participation
16	Too early to evaluate
11	Increased enrollment
7	Added classes
4	Retention
2	Students using computers

Increased enrollment, retention, and adding new classes have a definite impact on programs. Of interest here is the reporting of increased student participation in class. One agency reported on a promising practice that goes beyond the notion of students participating by simply "attending" to classroom activities. This approach focused on students becoming more responsible for their own attendance and involvement in learning. ESL students keep self-evaluation checklists whereby they track their own attendance and participation/contributions in the classroom. Students report that they are more aware of their time away from class and the level of their active participation in class. Additional comments on program impact included:

"It [this practice] has increased our ties to the business community, given instructors a better understanding of the manufacturing environment, and it has increased the credibility of our program as the employer sees the improvement in the skills of the workers."

"Enthusiasm and communication between ABE native English speaker and ESL students and regular attendance."

Respondents were asked:

What new strategy or approach would you like to use in your program, but haven't yet been able to implement?

Number of responses:	New strategy or approach:
42	Integrate technology
31	Employability/SCANS/Vocational
13	Distance learning
6	Placement/Exit tests
3	Small group instruction

The obvious interest in the use of technology and integration of employability skills into the curriculum is apparent but a few unique suggestions merit mention. One library literacy program would like to videotape tutoring sessions as part of a periodic review. Another library literacy program would like to set up intensive (5 to 10 week) small group classes especially for

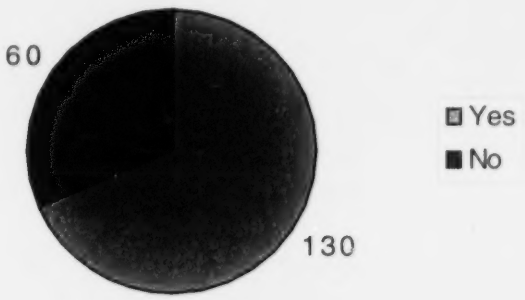
CalWORKs students. A community college adult program reports, "I would like to have a family literacy class homework night where parents and children study together doing their children's homework. It would be more of a drop in center with an instructor supporting the parents helping their children. Maybe next year..."

Data Review Group members expressed strong support for continuing and expanding the dissemination of Promising Practices. "...we are doing a good job of identifying promising practices." "Promising Practice categories seem to be all inclusive." "I get my best ideas from other people." A concern of the group was the process for disseminating information about the Promising Practices. As one reviewer stated,"How do we spread the word?" Suggestions for improving dissemination included regional workshops/networks, site visitations, displays and presentations at the CASAS National Summer Institute, workshops on video for direct use at sites, and presentations at professional conferences.

Resources for Staff Development

As stated above, there is an overwhelming interest in both technology (including distance learning) and employability/SCANS/ vocational skills development. This interest and need for staff development in these areas was further highlighted by responses to the following question.

Figure 4.8 – Agencies That Provided Professional Development Activities Related to Technology and/or Welfare Reform



Number of Responses:	Technology related:	Number of Responses:	Welfare related:
21	Computer training	12	SCANS Integration
8	Internet	9	Speakers
7	OTAN	2	Conferences
6	SDI Workshop	1	Meetings
		1	Inservice planning

Sixty-eight percent of the agencies responding indicated that they had provided staff development activities related to these two topics. The majority of agencies responding reported on sponsoring workshops for instructors related to the integration of SCANS competencies into the curriculum. Many agencies report on visiting other agencies that have integrated SCANS competencies and have developed or updated VESL curriculum. In the area of technology, many agencies reported that teachers have access to computer training through district resources, SDI, and OTAN.

Data Review Group members' comments asked whether a "yes/no" type question was appropriate to gather this information. Their concern was that given the high percentage of responses "very few [agencies] indicated the [specific] technology or work related training that they did." One member suggested "There's a follow up question that would actually be of more interest to me: 'What percentage of your faculty and staff participated in professional development activities related to...'"

Another member offered this question, "How can agencies increase the percentage of staff who participate in professional development activities?" These suggestions will certainly be taken into consideration when other surveys are developed.

Professional Development On-line

Data Review Group members strongly suggested that more training on accountability and assessment is needed. One way to provide this training particularly for small and rural agencies may be through on-line training. One Data Review Group participant strongly recommended the expansion of professional development on-line. "I think that both CASAS and SDI should be looking at as much on-line training as possible. The support that both agencies give is tremendous and the urban districts can access it easily. The rural agencies need to be provided not only the on-line training but also training in how to access it."

In a recent issue of *Online Connection* OTAN's director stated, "OTAN PC support staff are on a new mission...to offer Internet training to every California adult educator. A series of five new workshops are being offered, and one of them may be scheduled at an adult school near you!"

OTAN also has posted a web-based tutorial designed for teachers and students with no experience on the Internet. The first Teacher Training Online module, *Introducing Family Literacy to your Adult Learner* developed by SDI, is now online. More training modules are being developed and will be available soon.

Survey respondents indicated their agencies' need for access to information and support in using technology. "OTAN has been an indispensible aid in assisting teachers with ideas, administrators with timely 'info' and changes." Another respondent added, "We could use more hands-on technical assistance. For example, many of our rural literacy programs do not have any qualified computer support personnel, nor any even in the region that we can hire. This sort of 'helpline' would be great."

In a concerted effort to assess the current status of technology in California adult schools, OTAN in June of 1998 disseminated a survey to be completed by all California 321/326 agencies. Results of the survey will be used to develop strategies that will support all adult education agencies to plan and implement the use of technology in their programs.

Programs of Excellence

Another example of CDE's commitment to improving quality and responsiveness is the continuation of Programs of Excellence through the SDI. Once identified and disseminated these programs provide models that other agencies can replicate or adapt to their own situation.

Programs that wish to be considered as a Program of Excellence conduct a self-review and participate in on-site certification visits. After programs are certified, their accomplishments are publicized on OTAN Online, through local and statewide media, and through adult education newsletters. Other agencies can contact the identified programs and/or make site visits to gain insights for improving the quality of their own programs. One agency respondent who used the self-review document, commented "The self study in the Programs of Excellence was a very worthwhile process for us. There was a lot of encouragement from this unit [SDI]. It also provided good opportunities for teacher training."

Five Programs of Excellence that fall within the parameters of the federal ABE 321/326 funding guidelines in California were identified in 1997-98. Descriptions of these programs as well as directions how to access them online can be found in Appendix A.

Small Agency Initiative

In response to requests from many small agencies representing CBOs, library literacy programs and adult schools, CDE through the SDI conducted several professional development activities this past year. Several comments from the 1996-97 survey indicated that small agencies often felt geographically isolated or overwhelmed by larger agencies that had the staff and resources to meet program guidelines. Local administrators related that they have multiple responsibilities and are often unable to attend out-of-district meetings. They have to focus their time on issues that need their immediate attention. Participants also

indicated that many times workshops are geared to large agencies that have more staff and resources.

Representatives of CDE, SDI, and the coordinator of the local Regional State Literacy Resource Centers participated in workshops with administrators and lead instructors in three areas. In northern California the training was held in Red Bluff, in the central valley in Fresno, and in the Imperial Valley in El Centro. Focus of the presentations was on topics such as curriculum, legal issues, budgeting fundamentals, marketing and recruitment, the role of CDE, staff development, and networking with colleagues from nearby districts.

Feedback indicates that the presentations were very appropriate for small agencies and the responsiveness of CDE to their requests for activities to improve local program quality was much appreciated.
Specifically, respondents stated,

"We have benefitted from on-going staff development activities and program advisory information sent on a regular basis. For small schools, the support is critical since self-supported professional development is limited."

"OTAN, SDI, and CASAS all provide collegial support and mentoring as we are a small school without much internal support. Our regional consultant is good about returning calls and advising us on program management questions."

California's State Plan Goals:
Improving Planning and Coordination

- Coordination among providers and Collaborative Planning
- Participation of Key Stakeholders
- Capacity for Policy Setting and Leadership
- Status as Equal Educational Partner
- Community Service and Relevance

Planning and coordination are essential in the delivery of quality adult education by programs that are widely diverse in size, focus of services, and administration. In order to maximize delivery of services to the population being served through ABE 321/326 programs, this planning and coordination must take place. The survey posed several questions to identify types of coordination and planning being implemented and how this coordination is assisting programs as they respond to new state and federal legislation.

The survey asked, Has welfare reform (TANF, CalWORKs) had any impact on your program?

Figure 4.9 – Impact of Welfare Reform (TANF, CalWORKS) on Programs

Number of responses:	Types of impact welfare reform is having:
29	Interest in SCANS, employability skills
17	Decrease in student referrals
8	Increase in ESL students
7	Lower proficiency level of students
6	Many hours of meetings!
6	More collaborating
4	More outreach
3	Older students afraid of losing Social Security

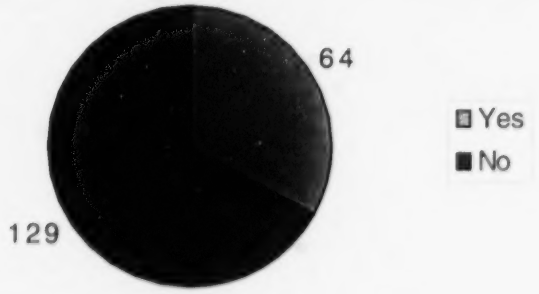
Agencies reported widely diverse effects of welfare reform. Some agencies reported drastically decreased numbers while others reported an increase in students. Many agencies commented on extensive involvement in planning and new paperwork but indicated that at the time the survey was completed they had received no new students or funding to date. Many programs were beginning to integrate employability/ SCANS competencies into the curriculum. It is obvious that welfare reform has encouraged agencies to collaborate and plan with other agencies in order to provide coordinated services. An agency respondent commented, "We recently had a field audit with a representative from CDE, DPSS (GAIN) and JTPA present. The combined feedback and reinforcement from these agencies was helpful in planning and strengthening our existing programs."

Another stated, "The Capital Area ESL network monthly meetings provide a forum for discussion and implementation."

Survey respondents cited specific examples of impact on their program.

"Increased demand for services. Increased focus on finding a job, rather than just needing English for communication."
"A very vital impact. The potential is great. A CalWORKs trainee has been placed in an office at a housing project. We have been coming on site at the housing project for one year and the office was available to us but we were unable to staff it." " We are very focused on SCANS skills so that we can aid our students in becoming employable as soon as possible."
"Adjustments to curriculum; accelerated implementation of SCANS; greater need for motivational strategies."
"We are serving the students with fewer skills and more obstacles to overcome."

Figure 4.10 – Agencies Currently Receiving Targeted Welfare Funding



Number of responses:	Types of services being provided:
26	Added classes
12	Added vocational job skill classes/SCANS
11	Added counseling
5	Purchased new materials
4	Monitor students' progress
4	Communicate with case managers
4	Added child care
2	Job development, job placement

At the time that the survey was completed only one third of the respondents had received targeted CalWORKs funding. The new activities or services being provided by agencies which have received funding (in addition to increasing the number of classes) are counseling for students, integration of SCANS competencies into the curriculum and, to some degree, communication with case managers.

Many respondents commented on the new types of services offered.
Examples include:

"Job skills training and vocational training."
"Personnel for testing and tracking client attendance and academic progress."
" Career planning, Counseling, and Job Placement"
"... childcare if necessary, encouragement to attain self sufficiency."
"We have hired a CalWORKs staff. They have developed 12 mini-certificate programs."

When agencies were specifically asked about collaborative efforts a wide variety of responses were received.

What agencies are you collaborating with to provide additional services to welfare recipients?

Number of responses:	What agencies:
18	Department of Social Services (CalWORKS)
11	EDD
9	COE
6	PIC
5	ROP
5	Community College vocational programs
5	Human resources
4	EvenStart
4	Retiree groups
3	JTPA
3	County workforce development
3	County health
3	High School districts
2	United Way

It is encouraging to note the variety of agencies that educational service providers are collaborating with to support students as they acquire or increase their employability skills. Many respondents provided information on the results of collaboration:

"[Collaboration] resulted in closer ties with county agencies who deal with public assistance clients." "EDD has provided a classroom and a computer lab."

A CBO program reported "EDD sends ... students for ESL. Public libraries network with us."

An adult school reported, "EDD provides an onsite representative to work with welfare recipients on work sampling, resume preparation and job referrals,.(another agency) provides social workers who monitor clients' overall progress through the system...Local employers provide work experience sites and supervision."

Another adult school cited, "referrals for child care, substance abuse, domestic violence, etc.: all kinds of counseling, cultural orientation, health concerns, parenting, vocational skills training, bus passes."

"There is more integration among staff of different programs serving the same students."

"A needs assessment completed by local CBOs and welfare recipients gives us a framework which we can use to develop programs and other services to meet needs."

"We have worked collaboratively to develop our county's plan. They [the County] are also providing technical assistance as needed and reviewing our programs to ensure we meet the CalWORKs requirements."

A Data Review Group participant from a library literacy program commented on the ongoing collaboration needed among education providers. "Library programs are well equipped and tutors trained to meet the needs of very low level adult learners, including learning disabled learners. Other adult ed[ucation] providers will need to look to library programs for this special expertise."

Other review group members commented on the positive results that welfare reform has had on the school wide focus on curriculum. " The welfare reform movement has heightened our interest in employability skills for all our students and has caused many of us to rethink our existing curricula. Another added, "Most of our current students are the hard-to-place clients. We have already infused SCANS throughout our curriculum but CalWORKs participation made it imperative." A third reviewer reported, "We have made significant curricular changes (VESL, VABE, short term vocational programs)...We have tried to plan these programs to offer new options and opportunities to all of our students, not just CalWORKs students."

Data Review Group members commented on the reports of limited number of referrals to date. "Welfare reform has not provided an increase in the number of students because of the 'work-first' thrust. It is our belief that the number of referrals will increase by the end of the year when a number of these individuals will be unsuccessful on the job because of their low academic skills." Another reviewer stated, " Our school is extensively networked with several agencies and organizations, but with the emphasis on 'work first', there have been very few referrals for ABE and ESL."

The Role of CDE and 321 Funding: Capacity for Policy Setting and Leadership

CDE is the lead agency administering *and monitoring the use of federal 321/326 funds.* CDE provides support to a diverse array of educational programs ranging from small library literacy programs, CBOs and small, geographically isolated adult programs to state agencies, large urban adult schools and community colleges. In the last section of the survey respondents had the opportunity to identify areas where they were receiving strong support from CDE, suggested ways in which CDE can better support local programs, and were encouraged to provide addtional comments.

The survey asked:
Which services or activities sponsored by the California Department of Education have helped your agency, program(s), and students the most?
How have they helped?

Number of responses:	Services or activities:
76	OTAN
74	SDI
69	CASAS
24	Field consultants
17	321 funding
6	California Distance Learning Project
6	SLRCs
6	Professional Conferences
4	Model Standards

As in the 1996-97 survey, CDE sponsored 353 projects- SDI, OTAN and CASAS- were mentioned most frequently as helpful to programs especially in their delivery of trainings to the field. One CBO respondent commented, "Each facet of the California Department of Education sponsored activities has proved useful making it hard to single out one or more departments or networking agencies. The staff of each agency has been helpful in answering questions related to our program needs. The newsletters and trainings provided by SDI and CASAS are valuable resources and assist us in reforming our program. CA data and program standards provide insight as to whether our program is remaining in the mainstream of other educational [institutions] "

Field consultant support and the California Distance Learning Project (CDLP) were also mentioned as helpful to programs. One respondent commented, "CDLP has been most helpful because we have a big need to capture students who cannot attend traditional classes." Several agencies commented on assistance from their regional consultants, One respondent commented, "Our regional representative has been extremely helpful in answering questions and giving new information."

Activities and trainings provided through the SLRCs and state conferences sponsored by 353 projects and professional organizations were also mentioned as beneficial in keeping administrators, faculty, and staff updated on teacher training and latest information on legislation and regulations. A Data Review Group member felt that more information was needed related to the types of professional development that had been beneficial, "I'd like to see how the activities listed have helped the agencies. They were not noted in the data received. My question would be, What percentage of your faculty and staff have utilized these services and how have they benefited faculty, staff and students?"

The survey asked:

How can the California Department of Education better support your local program efforts?

Number of responses:	Services or activities:
22	CDE staff being accessible, knowledgeable and responsive
9	More funding/Increase CAP
9	Staff Development workshops closer to local agencies
4	Advertise SDI offerings in a timely manner

There was some concern expressed as to the support that individual field consultants provide. One Data Review Group member stated," ...accurate, consistent, reliable data from accessible consultants is very important. A consistent message needs to come from Sacramento to all agencies, small or large, urban or rural." A survey respondent requested, "Frequent and timely updates and communication between the CDE and the field. Keep the information on OTAN updated." Another respondent requested, "...effective, timely communication ... getting a straight answer." "The message that goes out is not always consistent...A consistent message needs to be given by consultants who are equally knowledgeable." These responses were tempered by several comments which reported an appreciation for the assistance of field consultants, "CDE has been effective in employing quality people that process knowledge of Adult Education and can relay that knowledge to our local programs to enhance their effectiveness!"

Specific requests for CDE support related to helping set up networks. "Assisting with collaborations with existing/local providers that also have similar services." "...a profile of the agencies including their size, ADA, ethnic makeup, etc. be made available...It is helpful to be able to "buddy-up" with another agency that is similar to ours."

The survey concluded by giving survey respondents an opportunity to provide any additional comments. Many agencies reiterated requests for training in accountability and assessment practices.

Several agencies commented on the value of support from CASAS through training, conferences, workshops, and telephone technical assistance. Others expressed appreciation for SDI's up to date professional development activities. Mention was also made of the usefulness of accessing information and communication via OTAN and the Internet. CBOs spoke for their students who appreciated having programs located in their community.

A positive response to the survey itself was expressed in such comments as, "Thank you for asking meaningful questions," "Good survey," and "Glad you are interested. We want to see the results."

Other agencies concluded by expressing appreciation for CDE efforts, consultant services, and other resources related to funding, advocacy, and special projects. One respondent stated, "California adult education is very fortunate to have so many resources." A final comment offered, "We appreciate everyone's support and help. Thank you!"

Major Trends

Adult education programs nationwide continue to be asked by local, state, and federal policy makers to take responsibility for providing greater accountability for program results. In her address at the California Consortium meeting at the CASAS Summer Institute in June, 1998, Joan Polster, State Director of Adult Education for the CDE identified major accountability efforts currently in progress to meet the anticipated requirements of CalWORKs and the new federal adult education legislation.

Polster stated that in order to meet these requirements, the CDE will focus on the following tasks:

Development and/or implementation of:

- Model Program Standards for ESL, ABE, and ASE
- Standard descriptors for each level of instruction
- Criteria for completion of each level of instruction and program completion for ESL and ABE
- Level completion tests linked to model standards for each level of ESL and ABE
- Performance measures linked to outcomes for each program and level
- Revised program content standards for each program and level
- Certificates of Proficiency for each program and level

As was the case in the prior two narrative reports (1995-96 and 1996-97), increasing accountability requirements have emerged as priority issues and concerns again this year. There continue to be ongoing concerns related to the use of technology and responsiveness to changing program needs due to new legislation. There were still many uncertainties about program mandates and funding when respondents were asked to complete this year's survey. New federal adult education legislation had not been enacted and welfare reform/CalWORKs and new INS naturalization requirements were not yet being implemented.

After analyzing the data from the 1997-98 survey, major trends in ABE 321/326 programs in California were identified as follows:

Dramatic increase in the use of technology as evidenced by:

- Numbers of new and expanded computer and multi-media labs
- Expanded use of computers for program support (data collection, record keeping, curriculum revision and development)
- High level of use of OTAN and Internet for networking and accessing resources
- Requests for professional development in the area of technology, particularly for instructional staff
- Increasing numbers of promising practice projects related to the above areas

Increasing awareness of the need to focus instruction on the acquisition of employability skills, particularly for CalWORKs learners as evidenced by:

- Increase in numbers of VESL and VABE classes
- Increasing focus on integration of SCANS skills and competencies into the curriculum

Continued concern related to the impact of federal and state legislation on local educational programs, as evidenced by:

- Lack of and/or decrease in numbers of welfare reform student referrals
- Dramatic decrease in numbers of students enrolling in ESL/Citizenship classes
- Lack of funding to support increasing paperwork and data collection requirements

Continued concerns related to accountability, especially in relation to documenting learner outcomes as evidenced by:

- Limited use of model standards to establish benchmarks for ABE and ESL program levels
- Limited use of data for program evaluation and improvement
- Barriers due to open enrollment policies

Emerging and Ongoing Needs

In analyzing the major trends identified by ABE 321/326 survey respondents and data review group participants, a variety of needs, some new and some continuing, become evident. Again, just as there was similarity in the major trends identified in 1995-96,1996-97, and 1997-98, there is also considerable similarity in the categories of the needs identified over the past three years. However, the specific questions and concerns within those categories of needs differ from year to year.

Survey respondents and data review group participants strongly suggested that the CDE provide leadership in assuring that all regional field consultants have a thorough understanding of the ABE and ESL model standards so that they can provide applicable and relevant technical support on their implementation to programs within their regions. Without this support, local providers will continue to struggle as they work to improve program quality and meet the accountability requirements of the new federal adult education legislation.

Accountability

- targeted professional development in:
  - identifying and using program benchmarks and level exit criteria
  - collecting data in a consistent and reliable manner
  - using data for instructional and program improvement
  - integrating assessment and instruction

- targeted professional development in:
  - fully implementing Model Standards
  - applying Model Standards in multilevel classes and individualized programs

- development of assessment instruments matched to program benchmarks and level exit criteria

- funding and technical assistance support to assist in meeting increasing data collection requirements

Technology

- professional development in:
  - acquiring and teaching computer literacy
  - using technology for delivery of instruction
  - collecting and using data for program support
  - accessing and using networking and other on-line resources

Workforce Preparation

- continued/increased support of professional development activities related to integration of SCANS and employability skills into curricula and instruction
- increased opportunities for targeted professional development for ABE instructors including opportunities for networking and mentoring

Recommendations

An analysis of major trends and emerging needs identifies four categories of recommendations to assist ABE 321/326 agencies to 1) improve program quality and 2) meet the requirements of the new California State Plan.

There is strong consensus among educational service providers, regardless of size or type, supporting the four categories of recommendations below: accountability, technology, workforce preparation, and professional development.

Accountability

- Provide leadership in expanding current assessment efforts to include statewide level exit tests for all levels and program certification based on Model Program Standards.
- Continue to provide training to assist instructors in understanding the critical roles and values of assessment in identify ing and documenting learner progress and targeting instruction to student needs.
- Continue to provide TOPSpro software and technical support to local agencies to facilitate and improve use of the software to meet new state and federal data collection requirements.

Technology

- Support the increased use of OTAN resources at the instructional level.
- Increase opportunities to network with like agencies.
- Continue to identify new Promising Practices and Programs of Excellence like agencies and increase the visibility of already identified practices to provide models and mentors for instructional innovation and improvement.

Workforce Preparation

- Identify VESL and VABE program models.
- Support curriculum development to help agencies make the significant changes needed to meet the requirements of new state and federal legislation.

Professional Development

- Continue to provide meaningful professional development opportunities for program practitioners, especially in the areas of employability-related instruction, data collection and accountability, and technology.
- Offer a variety of delivery formats including increased on-line training, networking, and mentoring to accommodate the plethora of needs in adult education programs.
- Provide, through SDI, various levels of training from awareness to skills building to meet the challenge of a continuing influx of new practitioners while building the skills of experienced adult education staff.
- Continue to provide targeted staff development for small agencies, including community-based organizations and library literacy programs.
- Provide opportunities for onsite observations and visits to Programs of Excellence and agencies with identified Promising Practices.
- Provide opportunities for CDE field consultants to acquire a thorough understanding of model standards implementation and new accountability requirements.

Promising Practices and Programs of Excellence
Pathways to Program Improvement

The California Department of Education, Adult Education Unit, has as one of its priority goals the identification of quality programs and practices. Promising Practices provide examples of methods and strategies within programs that adult educators use to provide effective instructional service to students. Identified Programs of Excellence are recognized for exemplary accomplishments throughout an entire program such as ABE, ESL, or ESL/Citizenship Programs. By reviewing the field based Promising Practices or Programs of Excellence other agencies can find ideas and strategies for improving their own programs.

New Promising Practices 1996-97

Title: Workforce ESL
Category: ESL: Workforce
Agency: Pomona Unified School District

Project Purpose: To develop the language and employability skills of Intermediate/Advanced ESL students whose goal is to gain or improve their employability status.

Summary Description: The classroom is set up as a work-site; students are placed in one of five work crews. Within each crew roles are assigned-crew leader, timekeeper, resource allocator, evaluator, and crew member. All classroom assignments are completed within the crews. Reading assignments on employment or general topics are conducted through jigsaw activities and individual writing portfolios are kept on completed work or work in progress. Crew members report to the crew leader if they will be late or absent, maintain the worksite (erase boards, set up equipment) and train new students on classroom procedures. Crew leaders meet each week to discuss strategies for helping the crews to work together more effectively. This process provides the opportunity for using critical thinking and problem solving skills, and developing leadership skills. As a result of participating in this class, students report getting promotions, gaining employment, and on their ability to talk to supervisors about questions or concerns on the job.

Title: Pictorial Career Pathways Unit
Category: VESL
Agency: Fresno Unified School District/Adult and Community Education

Project Purpose: To provide materials which assist ESL students to determine and research their personal career interests.

Summary Description: Staff at both Fresno Adult School and the Fresno County Office of Education collaborated on this project to develop materials and lesson guidelines for use by ESL teachers and guidance counselors. Pictorial descriptions of individual occupations are provided in eight occupational pathways. Photographs taken on the job site allow students to see common activities associated with each job. Other visuals provide basic information about occupations such as whether the work takes place primarily indoors or outdoors, whether the work requires interaction primarily with people or things, the level of education required and the expected income level. Also referenced in the teaching guidelines are the SCANS skills especially those related to interpersonal and decision making skills.

Title: Video ESL
Category: Distance Learning
Agency: Sequoia Adult

Project Purpose: To provide an opportunity for ESL learners to study at home. Classes are designed for students on waiting lists for scheduled classes, those who are unable to attend classes because of family, transportation, or work reasons, and for those who wish to learn at a faster pace.

Summary Description: Entering students are given the agency's regular placement tests to determine an appropriate level of materials. After a deposit is made, students are given written instructions which provide an orientation to independent/home study, given a video tape, workbook, and a homework assignment. Six different video courses are available from Beginning Low to Advanced Low levels. Focus of the materials is on either general language development or language skills needed in the workplace. As students return materials and homework, they have the opportunity to interact with the teacher and discuss homework. Instructors give periodic tests to document progress.

Title: ESL Multimedia Laboratory
Category: Technology
Agency: Pasadena Community College

Project Purpose: To facilitate and reinforce the teaching and learning of ESL through the correlation of classroom instruction and the use of interactive multimedia resources.

Summary Description: One ESL instructor is assigned full time to this thirty station multimedia lab which serves ESL students from all levels, including ESL literacy. Students are scheduled into the lab for at least one hour per week. Curriculum in the lab supports activities to develop listening, speaking, reading, and writing skills using a variety of student centered activities. Students have shown a great deal of enthusiasm and interest in the activities and move at their own pace through the materials. A student management system keeps track of the materials used and student progress. All instructors are trained on the use of the equipment and software programs. They are shown how they can key into any student working at a station to monitor work and progress. Teachers are encouraged to select software programs which supplement and complement classroom instruction for their students.

Title: Collecting Data
Category: Accountability
Agency: San Leandro Public Library/Project Literacy

Project Purpose: To collect reliable student progress data despite the issues related to students and tutors meeting throughout the geographical area, students and tutors meeting one on one instead of in groups, and lack of consistent scheduling of tutoring sessions.

Summary Description: The program director sets up a six to eight week time frame for data collection and pre-post testing. On intake into the program all learners complete the Entry Form with assistance from program staff. Each student is given a level appropriate pre-test based on an initial assessment given during the intake process. A form reporting tutoring hours is sent in monthly by tutors. Staff members contact each learner after completion of 60 to 80 hours of instruction and a post test is scheduled. Staff or volunteers fill in the Update Form when learners come in for their post test. This process results in a high percentage of learners completing both the Entry and Update records as well as pre and post testing.

Title: "321" Change Teams
Category: Accountability
Agency: Napa Valley Adult School

Project Purpose: To provide an opportunity for instructors to design, implement, and evaluate 321 program activities including the issues of accountability, record keeping, staff development, model standards, and collaboration across programs.

Summary Description: Program administrators and resource instructors realized that instructors need to have an active role in the development of the 321 grant and activities to ensure a real commitment to and understanding of the project. Administrators felt that "top down" mandates do not work. They determined that volunteer instructors were to be compensated for their work on "321" change teams." Instructors, staff, and students with expertise in specific areas met with administrators and resource instructors to clarify goals and develop criteria to evaluate outcomes of each workgroup. Administrators also elicited feedback from each workgroup in progress.

Administrators then implemented an action plan and an evaluation plan based on recommendations of the workgroups. The agency reports on better planned and coordinated activities resulting in effective use of 321 funds, buy-in from staff and faculty, innovative ideas and practices resulting from democratic procedures and more collaboration between groups and among programs.

Title: Data Collection
Category: Accountability
Agency: Blanchard Santa Paula Library

Project Purpose: To provide accountability data on this program which provides tutoring services to develop or upgrade the literacy skills of both limited English proficient learners and learners who are native speakers of English.

Summary Description: Program services are centralized at the library rather than offered throughout the city or county. The program director conducts all of the learner intake including completion of the Entry Form and administers the pre test. Learners are then matched with a tutor who provides appropriate one on one instruction. At post-test time, letters are sent to all learner-tutor pairs assigning a time for the post test and completion of the Update Form. The director again conducts these activities to document progress and outcomes.

Title: Project SHINE (Students Helping in the Naturalization of Elders)
Category: ESL/Citizenship
Agency: City College of San Francisco-Non-Credit Program

Project Purpose: To assist elderly immigrants and refugees seeking US citizenship by providing trained tutors from nearby colleges who coach and assist the elders in their community citizenship classes.

Summary Description: Volunteer tutors who are students from a local community college or a state university provide tutoring in citizenship classes two to four hours per week for one semester. Tutors receive credit in their academic class as part of the course requirement to conduct a "community service" learning project.

Volunteer students from credit classes such as political science, sociology, ethnic studies, and college level ESL are provided with training on basic language teaching techniques and an overview of the naturalization process and of the history and founding principles of the US. These volunteers are assigned to an ESL/Citizenship class to provide one on one tutoring and special assistance as older learners progress toward their goal of US citizenship. Both tutors and citizenship students report on developing new relationships and an appreciation of the citizenship process.

Title: What's Next? Non-Credit Courses after Advanced ESL
Category: Guidance
Agency: City College of San Francisco-Non-Credit Programs

Project Purpose: To provide advanced level ESL students (who do not wish to enroll in the credit program) with choices as to how to continue their practice, learning, and use of English by accessing other non-credit programs.

Summary Description: Several instructors in this program developed a student booklet with information for advanced level students who are ready to exit the ESL program. Faculty felt that these students needed information about their educational options and opportunities to continue to use and increase their English skills. The new materials contain information about other non-credit programs and classes-Adult Basic Education, child development, consumer arts, vocational training, including business/computer classes, vocational ESL, health, and classes for older adults. Also included is information regarding financial aid, certificate programs, classes, and transportation information. These instructional packets are distributed to all advanced level instructors who now include this unit in their curriculum.

Programs of Excellence 1997-98
(ABE 321 Funded)

In 1997-98, 19 programs in 13 agencies met the identified criteria and were selected as Programs of Excellence. Five Programs of Excellence identified this year fall within the parameters of the federal ABE 321/326 program funding guidelines.

Baldwin Park Unified School District/Baldwin Park Continuing and Adult Education-Adult Basic Education
This program features an exceptional learning environment, due in large part to the dedication of the teachers and staff. State of the art technology enhances student learning as each classroom, library, and resource center at the Adult Career Training Center is networked. Collaborations with business and government link students with many events and services

Hacienda La Puente Unified School District/Hacienda la Puente Adult School-Distance Learning
This program features a mobile tutoring library that delivers ESL and ESL/Citizenship instruction, video and audio cassettes, curriculum broadcasts on local cable and public access known as *Hacienda La Puente On Air* and correctional education via closed-circuit TV. Community partners include the local cable TV provider and the LA County Sheriff's Department. The leadership in Hacienda La Puente invests in innovation and fosters creativity to ensure attainment of individual and professional goals.

Los Angeles Unified School District/Division of Adult and Career Education-Distance Learning
This progam makes an invaluable contribution to statewide distance learning efforts through production of video and print materials for the ESL program that can be used in many different contexts. With the vast resources available in the Los Angeles area, elementary schools contribute space for meetings with adults and teachers, KLCS TV airs videos for outreach service to the community and in turn LAUSD has generously cooperated with other adult education providers in sharing the materials they have successfully developed.

Napa Valley Unified School District/Napa Valley Adult School-Adult School ESL/Citizenship
This ESL/Citizenship program has forged a strong community partnership with the Napa County Citizenship Coalition, the Jewish Children's Services and other health and education providers, to provide an exemplary ESL/Citizenship program for learners. An array of support services such as bilingual staff and on-site standardized testing are available to help insure the successes of the students. The program continues beyond the doors of the school with students receiving instruction through the "Tree of Lifelong Learning" that provides students with in-depth information regarding educational and career opportunities outside of the district.

Santa Clara Unified School District/Santa Clara Adult Education Center-English as a Second Language
Over one thousand students representing some 69 countries are served in the ESL program at this center. A variety of classes are available at 27 adult sites to serve the culturally diverse community. The ESL Resource Center is a model of success due to collaboration with Santa Clara University, San Jose State University, ESL staff and a commercial publishing company, and local donations which resulted in a resource library with 7,000 volumes. A high level of confidence is instilled in the students by the competence, commitment, and caring attitudes of the teachers and staff.

Annual Performance and Financial Reports
July 1, 1997-September 30, 1998

Part II – Narrative

1. Each goal and objective listed in the California State Plan has been addressed in the preceding narrative report. This report also includes descriptions of successful activities, programs and projects being implemented in ABE 321/326 funded agencies in the state.

2. Programs and projects that were not as successful as expected have been addressed in the preceding narrative which also includes recommendations for program improvement.

3. For 1997-98, CDE continued to mainstream the adult enrollees eligible for services under the Homeless Gateway Grants with the ABE population at the ABE rate of $13.00 per HHU. Agencies provided 176,665 hours of basic literacy instruction for 2,173 homeless adults. The total amount of National Literacy Act funds expended to provide instructional services for these adults was $ 22,966. This figure does not include expenditures for other supplemental support services.

4. An aggregated total of $ 36,678,545 was encumbered* in federal support funds for ABE and ESL programs in California. These funds provided supplemental support for the approximately 1,435, 341 adults enrolled for 12 or more hours of instruction. The aggregated total contact hours of attendance for these adult students was 116,768,545 hours, an average of 81.3 hours per student. The average federal supplemental expenditure was $25.55 per enrollee.

* As of this date, calculation of actual expenditures has not been completed.

Statistical Tables 1 through 8 follow.

ANNUAL PER ORMANCE REPORT
FOR THE ADULT EDUCATIO STATE-ADMINISTERED PROGRAM

PART 1 - TATISTICAL

PROGRAM YEAR: 1997/98

PERIOD COVERED: JULY 1, 1997 - JUNE 30, 1998

STATE OF CALIFORNIA

TABLE 1. Enter the number of participants by educational functioning level, population group, and sex.

Educational Functional Level	PARTICIPANTS Y POPULATION GROUP AND SEX*										
	Am Indian/ or Alaskan Native		Asian or Pacific Islander		Black not of Hispanic Origin		Hispanic		White not of Hispanic Origin		
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total (B-K)
A	B	C	D	E	F	G	H	I	J	K	L
1. ABE											
A. Beginning Literacy	70	90	884	1,456	2,339	1,396	8,052	7,339	15,140	11,215	47,981
B. Beginning ABE	452	291	1,938	3,735	7,179	3,313	13,142	11,546	7,450	4,729	53,775
C. Intermediate ABE	502	291	2,771	4,729	6,787	3,825	14,448	14,859	6,466	4,930	59,608
2. ESL											
A. Beginning Literacy	70	30	8,675	23,022	191	863	56,174	71,967	2,309	4,046	167,347
B. Beginning ESL	231	221	38,162	90,872	823	1,908	183,963	264,915	13,594	23,443	618,132
C. Intermediate ESL	141	141	30,813	64,316	572	843	92,800	118,281	8,695	18,253	334,855
D. Advanced ESL	40	40	9,940	21,215	331	211	26,877	30,913	3,494	7,199	100,260
3. Adult High School / ASE	502	211	2,490	3,514	6,144	2,731	13,624	13,183	7,038	3,946	53,383
4. TOTAL	2,008	1,315	95,673	212,859	24,366	15,090	409,080	533,003	64,186	77,761	1,435,341

*Estimated from data supplied from local providers and from CASAS 1997-98 Data.
*Student Progress and Goal Attainment: Federally-Funded ABE Programs in CA 1997-98. CASAS (Sept '98)

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STATE OF **CALIFORNIA**

TABLE 2. Enter the number of participants by age, population group, and sex.

	Age Group	PARTICIPANTS BY POPULATION ROUP AND SEX*										
		American Indian or Alaskan Native		Asian or Pacific Islander		Black not of Hispanic origin		Hispanic		White not of Hispanic origin		
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total (B-K)
	A	B	C	D	E	F	G	H	I	J	K	L
0	16 - 18	162	71	2,173	2,183	1,557	1,218	17,767	15,946	1,594	1,337	44,008
1	19 - 24	487	214	11,309	17,484	4,700	2,457	106,665	89,481	7,734	8,271	248,802
2	25 - 44	1,075	724	37,293	111,133	13,969	8,722	224,755	315,460	31,379	36,572	781,082
3	45 - 59	223	173	20,392	48,097	3,422	1,925	43,057	83,138	13,349	16,845	230,621
4	60 & Older	61	133	24,506	33,962	718	768	16,836	28,978	10,130	14,736	130,828
5	TOTAL	2,008	1,315	95,673	212,859	24,366	15,090	409,080	533,003	64,186	77,761	1,435,341

*Estimated from data supplied from local providers and from CASAS 1997-98 Dat .
*Student Progress and Goal Attainment; Federally-Funded ABE Programs in CA 1 97-98. CASAS(Sept '98)

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TABLE 3. Enter the number of participants for each of the categories listed.

PARTICIPANTS PROGRESS AND SEPARATION DATA BY EDUCATIONAL FUNCTION LEVEL Number of Participants*					
Educational Functioning Level	Total Enrollment	Total Attendance Hours	Number Started That Completed That Level and Left or Reached Individual Learning Goal and Left	Number Separated from Each Level Before Completing That Level or Before Reaching Individual Learning Goal	Number Started at Each Level That Moved to a Higher Level (one or more)
A	B	C	D	E	F
1. ABE					
A. Beginning Literacy	47,981	3,903,376	1,133	3,877	4,318
B. Beginning ABE	53,775	4,374,733	3,702	12,432	8,658
C. Intermediate ABE	59,608	4,849,263	3,094	18,546	8,822
2. ESL					
A. Beginning Literacy	167,347	13,614,104	7,128	32,479	32,967
B. Beginning ESL	618,132	50,286,612	38,096	156,548	92,720
C. Intermediate ESL	334,855	27,241,307	19,559	78,716	41,857
D. Advanced ESL	100,260	8,156,406	7,505	24,707	7,520
3. Adult High School / ASE	53,383	4,342,843	5,111	15,664	9,556
4. TOTAL	1,435,341	116,768,644	85,328	342,969	206,417

*Estimated from CASAS Goal Attainment Data.
"Student Progress and Goal Attainment; Federally-Funded ABE Programs in CA 1997-98. CASAS (Sept '98)

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STATE OF **CALIFORNIA**

TABLE 4. Primary Reasons for Participant Separation.

REASONS OF SEPARATION		NUMBER OF PARTICIPANTS*
	A	**B**
1	Illness/Incapacity	9,338
2	Lack of Dependent Child Care Resources	9,025
3	Lack of Transportation Resources	5,636
4	Family Problems	13,261
5	Time and/or Location of Services not Feasible	36,687
6	Lack of Interest/Instruction not Helpful	4,908
7	Moved	29,698
8	Entered Employment	32,636
9	Other Known Reasons	24,891
10	Cannot Locate/Contact/Unknown	176,889
11	Total	342,969

*Estimated from CASAS Goal Attainment Data.
"Student Progress and Goal Attainment; Federal ly-Funded ABE Programs in CA 1997-98. CASAS (Sept '98)

STATE OF **CALIFORNIA**

TABLE 5. Participant Status upon Entry into the Program.

	STATUS OF PARTICIPANTS UPON ENTRY INTO THE PROGRAM	NUMBER OF PARTICIPANTS*
	A	**B**
1	Disabled Adults	43,824
2	Adults in Rural Areas	510,401
3	Adults in Urban Areas with High Rates of Unemploy.	863,343
4	Employed Adults	-
5	Unemployed Adults	-
6	Adults not in Labor Force	-
7	Adults on Public Assistance	44,911
8	Participants in Employment and Training	6,455
1	Adults in Family Literacy Programs	14,651
2	Adults in Workplace Literacy Programs	11,308
3	Adults in Programs for the Homeless	2,173
4	Adults in Correctional Facilities	41,163
5	Adults in Community Correctional Programs	15,977
6	Adults in Other Institutional Settings	20,047

*Estimated from data supplied from local providers and from CASAS 1997-98 Data.
"Student Progress and Goal Attainment; Federally-Funded ABE Programs in CA 1997-98. CASAS(Sept '98)

STATE OF **CALIFORNIA**

TABLE 6. Report the number of participants in your programs who had achievements in the listed areas during the reporting period.

PARTICIPANT ACHIEVEMENT		NUMBER OF PARTICIPANTS
A		B
Educational		
1	Obtained an Adult HS Diploma or GED	29,458
2	Entered Other Academic or Vocational Program	23,378
Societal		
1	Received U.S. Citizenship	15,471
2	Registered to vote or voted for the first time	7,529
Economic		
1	Gained Employment	24,042
2	Secured Employment Retention/Obtained Job Advancement	18,307
3	Left Public Assistance	4,114
Parenting (Family Literacy Programs Only)		
1	Read More to Children	7,759
2	Got More Involved in Children's Schooling	5,217
Other		0

STATE OF **CALIFORNIA**

TABLE 7. Providers and Federal Funding.

Provider Agencies	Number of Providers	Amount of Federal Adult Education Act Funding
Local Education Agencies	231	$14,988,285.00
Community & Technical Colleges	21	$4,674,630.00
Four-Year Colleges	0	$0.00
Correctional Institutions	39	$1,713,355.00
Community Based Organizations	86	$8,850,177.00
Public & Private Non-Profit Organizations	0	$0.00
Other Institutions	124	$339,007.00

STATE OF **CALIFORNIA**

TABLE 8. Personnel by Function and Job Status.

	FUNCTION Organizational Placement and Type of Job Performed	ADULT EDUCATION PERSONNEL		
		Paid Personnel		Unpaid Volunteers
		Total Number of Part-Time Personnel	Total Number of Full-Time Personnel	
	A	B	C	D
1	State-Level Administrative/ Supervisory/Ancillary Services	7	22	0
2	Local-Level Administrative/ Supervisory/Ancillary Services	940	1,169	1,721
3	Local Teachers	8,197	1,686	5,486
4	Local Counselors	697	246	37
5	Local Paraprofessionals	1,033	1,207	1,506

Survey of ABE 321/326 Program Trends and Needs

April 15, 1998

CASAS is assisting the California Department of Education (CDE) in collecting and analyzing data for evaluating the implementation of the California State Plan for Adult Basic Education. To assist in the qualitative data collection, your cooperation in completing the attached survey is requested.

Who should complete the survey?
The administrator or coordinator most involved in the day to day operation of ABE 321/326 programs.

Why should your agency respond?
As in the past two years, survey findings will be compiled and analyzed to provide information related to program trends, priority goals of adult learners, promising practices, and program support. Promising practices identified will be validated and then added to those now online in the CASAS Webpage (www.casas.org). Complimentary copies of the report will be sent to all agencies that return the completed survey. A self-addressed envelope is enclosed for your convenienc .

How will the survey results be used?

- ¥to document program successes
- ¥to provide a basis for improving local agency support services
- ¥to document expanded program impact and accountability to federal and state policy makers
- ¥to meet CDE evaluation requirements for the current California State Plan for Adult Basic Education
- ¥to assist in the development of the new State Plan

How can local agencies use survey results?

- ¥to learn and benefit from experiences and promising practices of other programs
- ¥to provide a basis for future planning and program improvement
- ¥to maintain and promote responsiveness to the needs of students and the local community
- ¥to provide accountability and document program impact to local, state and federal policy makers

PLEASE RETURN THE ENCLOSED SURVEY BY MAY 15, 1998

This survey can also be accessed and completed online at www.casas.org

Please complete and return in enclosed envelope by May 15, 1998.
Use back side of survey if necessary to complete answers.

Agency Name: _____
Agency Number: _____
County Code: _____
Contact Name: _____ Position: _____
Telephone: _____ e-mail: _____

Agency Type:
❒ School District ❒ Community College ❒ Community Based Organization ❒ Library
❒ County Office of Ed. ❒ State Agency ❒ County Agency ❒ Other: _____

Please check ALL ABE 321/326 funded classes your agency offers:
❒ ABE ❒ ESL ❒ ESL/Citizenship
❒ Vocational ABE (VABE) ❒ Vocational ESL (VESL) ❒ Special Education

SECTION I: ACCOUNTABILITY

ESL Program

1a. Does your agency monitor ESL students' progress based on identified benchmarks at each program level?
❒ Yes ❒ No

1b. If yes, in which skill or competency areas? (Check all that apply)	1c. How does your agency assess attainment of these program level benchmarks?	
	Advancement to next level	Transition to other programs
❒ Listening		
❒ Speaking		
❒ Reading		
❒ Writing		
❒ Grammar		
❒ Life Skills Competencies		
❒ Employability Competencies		
❒ Other (please specify) _____		

1d. What process did your agency use to identify these program level benchmarks?

_____

_____

ABE Program

2a. Does your agency monitor ABE students' progress based on identified benchmarks at each program level?

❒ Yes ❒ No

2b. If yes, in which skill or competency areas? (Check all that apply)	2c. How does your agency assess attainment of these program level benchmarks?	
	Advancement to next level	Transition to other programs
❒ Listening/Speaking		
❒ Reading		
❒ Writing		
❒ Math		
❒ Life Skills		
❒ Employability Skills		
❒ Other (please specify) _____		

2d. What process did your agency use to identify these program level benchmarks?

_____

_____

_____

3a. How does your agency ensure that classroom instructors collect accurate and consistent student progress and outcome data?

_____

_____

_____

3b. How does your agency use the data collected?

Within your agency: _____

Outside your agency: _____

SECTION II: FACTORS AFFECTING PROGRAM CHANGE

Technology

4a. Has there been any change in the use of technology in ABE 321/326 programs in your agency in 1997-98?

❒ Increased use? ❒ Decreased use? ❒ About the same amount of use?

4b. Please describe ways technology is being used effectively in your program.

_____

_____

_____

Welfare Reform

5a. Has welfare reform (TANF, CalWORKs) had any impact on your program?

❒ Yes ❒ No

5b. If yes, what type of impact?

_____

_____

_____

5c. Is your agency currently receiving targeted welfare funding?

❒ Yes ❒ No

5d. Please describe what services are being provided in your agency with these funds.

_____

_____

_____

5e. What agencies are you collaborating with to provide additional services to welfare recipients?

_____

Please describe:

_____

_____

Other

6. Has your agency provided professional development activities related to technology and/or welfare reform?

❒ Yes ❒ No

Please describe:

_____

7. Are there any other factors effecting change in YOUR program?

Please describe...

_____

_____

SECTION III: PROMISING PRACTICES

8a. Provide a brief description of an effective strategy or approach your agency has implemented for a specific class or program. Use other side of page if necessary.

Purpose: _____

_____

_____

Target Population: _____

_____

_____

Brief Summary: _____

_____

_____

8b. How is your agency measuring the effectiveness of this new strategy or approach?

_____

_____

8c. What impact has this strategy/practice had on your program?

_____

_____

8d. What new strategy or approach would you like to use in your program, but haven't yet been able to implement?

_____

_____

SECTION IV: PROGRAM ENROLLMENT

In your agency:

9a. Check the one 321/326 funded program area that has the largest enrollment (HHUs).

❒ ABE ❒ ESL ❒ ESL/Citizenship ❒ Other _____

❒ VABE ❒ VESL ❒ Special Education

Reason(s):

_____

_____

9b. Check the one 321/326 funded program area with the fastest growth (HHUs).

❒ ABE ❒ ESL ❒ ESL/Citizenship ❒ Other _____

❒ VABE ❒ VESL ❒ Special Education

Reason(s):

_____

_____

10a. Which of the following 321/326 funded programs have experienced very little or no growth/change in enrollment (HHUs)?

❒ ABE ❒ ESL ❒ ESL/Citizenship ❒ Other
❒ VABE ❒ VESL ❒ Special Education

Reason(s):

_____

_____

10b. Which of the following 321/326 funded programs have experienced a decline in enrollment (HHUs)?

❒ ABE ❒ ESL ❒ ESL/Citizenship ❒ Other
❒ VABE ❒ VESL ❒ Special Education

Reason(s):

_____

_____

SECTION V: PROGRAM SUPPORT

In responding to Questions 11 and 12, please keep in mind that the Adult Education Unit of the CDE consists of a program administrator, policy and field consultants, technical and support staff, and 353 projects OTAN, SDI, CASAS, and the California Distance Learning Project (CDLP).

11. Which services or activities sponsored by the California Department of Education have helped your agency, program(s), and students the most? How have they helped?

_____

_____

_____

12. How can the California Department of Education better support your local program efforts?

_____

_____

_____

13. Comments

_____

_____

_____

THANK YOU!

If you have any questions, please call (800) 255-1036, Autumn Keltner, x332 or Zo' Abrahams, x337.